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# Public Participation in Resource Planning: Selected Literature Abstracts

Daina Dravnieks

Donald C. Pitcher

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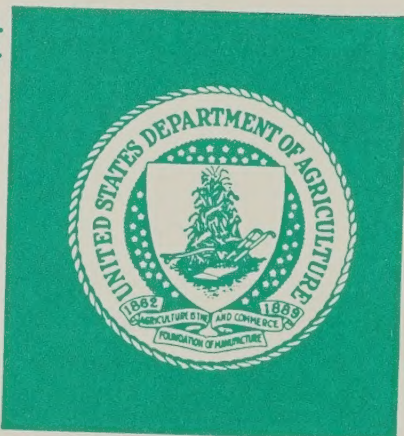
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PUBLIC PARTICIPATION IN  
RESOURCE PLANNING:  
SELECTED LITERATURE ABSTRACTS

DAINA DRAVNIEKS  
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April, 1982

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#### THE AUTHORS

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## INTRODUCTION

Over the past ten years, interest in public participation has grown among government officials, public leaders, and scholars. The result has been a variety of multidisciplinary literature on the subject. This volume is a selected bibliography with abstracts--not a complete review--of that literature and offers an orientation to the basic concepts of public participation.

Three types of sources were used in compiling this volume: published bibliographies, books and articles, and computerized information services. Because it was not possible to list all the available bibliographies, several major sources are given under the key word bibliography. A number of commercial services searched on-line computerized bibliographic data bases, of which the following were some of the most useful: Management Contents, Sociobiological Abstracts, Social Science Citation Index, and Public Affairs Information Service. We also derived a number of references from the WESTFORNET data base, searched by the library staff of the Pacific Southwest Forest and Range Experiment Station.

We consider the works listed to be of unusually high quality or influence. Most address natural resources planning issues. Other issues covered include the use of public involvement in planning and decision-making, theoretical concepts as they relate to public participation, techniques for involving the public, and analysis and evaluation of public participation efforts. Most of the citations refer to published works; however, some refer to ongoing studies, which had not yet been published when the citations were prepared. Consult your nearest Forest Service WESTFORNET or SOUTHFORNET computerized literature search service center to obtain the most recent references.

The abstracts are numbered and arranged alphabetically. An author index and key word index are provided to aid the reader in locating specific topics.







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1. Advisory Commission on Intergovernmental Relations.  
1979. Citizen participation in the American Federal system.  
Washington, D.C. 357 p.

This book discusses the legal and operational aspects of citizen participation in the federal system. It focuses on key intergovernmental questions involving the use of citizen participation in federal grants, the impact of these requirements on state and local governments, and methods used by state and local governments to encourage citizen participation. Major sections include: 1) American traditions of public involvement; 2) an overview of citizen participation, and 3) citizen participation at the federal, state, and local government levels. Two major recommendations are made: governments at all levels should provide for effective citizen participation in their own activities, and Congress should enact legislation establishing citizen participation policies that would be administered by a single Executive Branch agency that would be applied throughout the federal system.

KEY WORD: public participation (Federal, State and local government)

2. Allen, Donald R.  
1974. The problem of standing to sue and public involvement.  
Natural Resources Lawyer 7(1):87-95.

Lawsuits brought by environmental groups have been largely responsible for recent developments in the doctrine of standing to sue and the right of the public to participate in the decisionmaking process. Sierra Club vs. Morton (the Mineral King case) was one of these important lawsuits. The Sierra Club relied solely on its historic devotion to preservation to invoke judicial review of Forest Service attempts to change the status of Mineral King. The Supreme Court rejected this notion, stating that a potential litigant must have a "direct stake" in the case. Once this threshold requirement is achieved, the litigant is free to assert the general public interest in support of the case. The real issue involved in Mineral King is the role of the public in making resource management decisions. Environmental suits arise because the claimants have not been given an opportunity to be heard, and because they feel their input would have produced a different decision.

KEY WORDS: decisionmaking model, decisionmaking participation, Forest Service, lawsuits, legal requirements (standing to sue), Mineral King

3. Alston, Richard M., and David M. Freeman.

1974. The natural resources decisionmaker as political and economic man: toward a synthesis. J. Environmental Management 3:167-183.

A synthesis of the sociological approach and economic cost-benefit analysis allows for better decisionmaking. This paper examines two sets of decision rules for planning: benefit-cost analysis and the sociological approach. These two rules are then integrated into a practical technique to assist in natural resources management. Benefit-cost analysis has proven valuable to land managers, but it has many problems, such as choice of proper social discount rate, the relative ease of cheating in the analysis, and difficulties in the analysis of nonmonetary social objectives. Additionally, such analysis frequently produces political nightmares. The sociopolitical approach attempts to increase the ability of alternatives to enlarge the context from which options may be selected. Two types of conflict structures are described: cross-cutting and polarizing. A polarized structure creates losers and gainers, a cross cutting cleavage seeks to distribute losses and gains more equally amongst an affected group. By organizing public involvement at the program level rather than the project level, cross-cutting cleavages can be increased. Compromise and negotiation between the interest groups is thus more likely.

KEY WORDS: conflict reduction, cost-benefit analysis

4. Alston, Richard M.

1972. FOREST--goals and decisionmaking in the Forest Service. USDA Forest Service Res. Pap. INT-128. Intermountain Forest and Range Experiment Station Ogden, UT. 84 p.

Forest Service legislation, though often broadly stated, provides for the establishment of goals to guide Forest Service activities. This study attempts to identify these goals and to develop a decision model based upon the goals. The forest multiple-use concept is composed of three tenets: 1) a conservation orientation, 2) an orientation towards perpetual production, and 3) decentralized decisionmaking. The author suggests that the legislation establishes a goal to maximize the sum of the weighted values of six resources: fish and wildlife, outdoor recreation, range, environmental amenities, soil and watershed, and timber. Serious problems exist in public involvement and budget-making because priorities have not been established in reference to this overriding goal. The model may help to demonstrate the consequences of various alternatives and to establish goal-oriented decisionmaking.

KEY WORDS: decisionmaking, goals, resource use planning



5. Arnstein, Sherry R.

1969. A ladder of citizen participation. J. American Institute of Planners 35(4):216-224.

A typology of citizen participation is presented which identifies various degrees of participation. Citizen participation is the redistribution of power to give the have-nots a greater role in political and economic processes. Without the redistribution of power, participation is an empty and frustrating process for the powerless. An eight-level typology is presented which includes the following (in increasing degrees of citizen participation): 1) manipulation, 2) therapy, 3) informing, 4) consultation, 5) placation 6) partnership, 7) delegated power, and 8) citizen control. The typology is arranged in a ladder pattern with each rung corresponding to the extent of power the citizen holds. Characteristics of each rung are illustrated by examples from federal social programs.

KEY WORDS: public participation (degrees of), redistribution of power

6. Aron, Joan B.

1979. Citizen participation at government expense. Public Administration Review 39(5):477-485.

The concept of intervenor funding has been gathering increasing support at both the federal and state levels. This article examines recent developments in Congress, the courts, and in administrative agencies to assist public interest groups. The legal authority has not clearly been established and Congress has specifically permitted such funding for only a few agencies. Benefits of intervenor funding are: more equitable proceedings, improved decision processes, and better and faster decisionmaking. Objections to intervenor funding include further delaying the regulatory process, funding prematurely and unnecessarily, and agencies co-opting the participating groups. The limited federal experience with such funding has been uniformly favorable. To improve the process, ample notice, an independent evaluating body, and simplified administrative procedures are needed.

KEY WORDS: decision-making participation, intervenor funding

7. Beal, George M., Joe M. Bohlen, and J. Neil Randabaugh.  
1962. Leadership and dynamic group action. The Iowa State  
University Press, Ames, IA. 365 p.

This book provides a description of group action processes and the development of successful group techniques. It is directed toward the nonprofessional group member or leader. Part I discusses group interactions and includes chapters on leadership, the individual in a group setting, group dynamics, goals and objectives, and group evaluation. Part II contains a discussion of various techniques including the "huddle" method, the committee hearing, brainstorming, workshops, and others. Part III provides information on the evaluation of group interactions.

KEY WORDS: group dynamics, leadership, techniques

8. Behan, Richard W.  
1966. The myth of the omnipotent forester.  
J. Forestry 64(6):398-401.

The concept that foresters know what is best for the land and should dictate its management is a myth. American forestry was derived from European forestry, a profession based upon different resource and social conditions. The scarcity of European forests made intensive management necessary, and rigid class distinctions led to unquestioned decisionmaking by European foresters. In America conditions were different, but the European model was transferred intact, thereby creating inconsistencies. Arbitrary decisionmaking violates the democratic principles of our society. The foresters' role should be to listen to the public and to work with it in setting land management objectives. Foresters should thus supply the technological means to the sociological ends.

KEY WORDS: European forestry model, resource use planning

9. Behan, Richard W.

1979. Why the majority is silent: some thoughts to ponder about public involvement while waiting for the Sierra Club to arrive. North forests: gateway to opportunity. In Proceedings of Society of American Foresters Convention, Washington, D.C. 1978, pp. 168-173.

The structure of the U.S. Government makes majority rule an unrealistic goal for federal land management. With increasing pressures to involve the public in agency decisionmaking, considerable effort has been expended towards determining the role of the "silent majority". The English parliamentary form of government organizes and mobilizes a majority to produce a cohesive policy program. The authors of the U.S. Constitution, fearing mass democracy, created a factionalized system which prevents the mobilization of a majority. Public involvement activities should reconcile conflicting interest groups and should not attempt to satisfy a silent majority.

KEY WORDS: interest groups, resource use planning, "silent majority"

10. Behan, Richard W.

1970. Citizen vs. bureaucrat: The need for para-politics in professionalized bureaucracy. Speech presented to USDA, Forest Service supervisor-staff meeting, December 11, 1970, Missoula, MT. 36 p.

The administrator functions both as a technical adjudicator and as a politician. Policy cannot be separated from administration in bureaucracies, and this has important ramifications for public involvement. Professional decisions relate to methods and means to achieve ends that can be validated by comparing them to facts. Value propositions relate to the final objectives of a decision and can only be validated through a political process. Public involvement programs are needed because policymaking and the value judgements involved therein are part of the political process, even when the agency is a member of the administrative branch of government. Society is composed of a variety of publics, each with its own "public interest". Active minority interest represents society's interest in an issue, while the "silent majority" indicates consent through acquiescence, apathy, or ignorance. For a given issue the consensus is the majority of the vocal minorities. The administrator should seek to develop this consensus through pragmatic compromise so that a generalized public interest is served in the public involvement process.

KEY WORDS: para-politics, public interest, values



11. Bigelow, Charles D.

1973. Goal responsive community participation: an imperative for integrated social-economic environmental analysis. Paper Prepared for the National Academy of Sciences, Highway Research Board. 25 p.

Integrated planning requires community involvement and must lead to consensus on a course of action. An approach is described that can be used to involve the overall community in the planning process. A five-phase procedure involving the various levels of government, special interest groups, and the general population is developed. The community actively participates from the outset. The procedure incorporates techniques for deriving realistic goals, for managing multidisciplinary specialist teams, and for conducting integrated economic-social-environmental analyses. An example is given which uses this approach in the development of a regional transportation plan. The goal-responsive community participation process provides for a flexible model which can be applied to a variety of planning problems.

KEY WORDS: planning -goal response, planning -multidisciplinary teams, planning -transportation

12. Bishop, Bruce A.

1975. Structuring communications programs for public participation in water resources planning. Institute for Water Resources, U.S. Army Corps of Engineers. Fort Belvoir, VA. 125 p.

This report describes the Army Corps of Engineers' planning process and defines the information generated during the planning activities. The planning process is related to various communication models and an approach to the development of public participation programs is suggested. Various techniques and methods for communication with the public are presented. The report includes several examples of public participation programs and their relation to environmental impact assessment and water quality management.

KEY WORDS: Army Corps of Engineers, communication model, environmental statements, techniques, water resource planning

13. Bolle, Arnold W.

1971. Public participation and environmental quality. Natural Resources J. 11(3):497-505.

Greater public participation in agency decisionmaking may result in a new set of values for the agency involved. Poor relations between the Forest Service and the public led to open hostility on the Bitterroot National Forest in Montana, where the professionalism of foresters prevented a clear understanding of the public's role. Foresters assumed that the agency was right and the public was wrong. The feelings of the public are as important as biological or economic facts and must be incorporated into the solution. The public must participate fully in order for there to be true participation.

KEY WORDS: Bitterroot controversy, decisionmaking

14. Borton, Thomas E., and Katharine P. Warner.

1971. Involving citizens in water resources planning. The communication participation experiment of the Susquehanna River Basin. Environment and Behavior 3(3):284-306.

To achieve effective public involvement, opportunities must be provided, confidence and trust must be developed, and mutual perceptions about the project must be fostered. This study attempts to improve two-way communication by providing new procedures and gauges of the impacts of these techniques. The study was carried out in a ten-county suburban area of the Susquehanna River Basin. Three hundred local leaders received mailed information about the study. Eight workshops and four public forums were held to involve the community in the study. Opinions were sampled before and after the programs and significant changes were observed in problem identification as communication increased understanding of the issues. Those who took part were better able to form opinions on the plans. The Susquehanna Study demonstrated that public values and preferences should be considered in the formulation of criteria for identifying planning alternatives as well as for evaluating these alternatives.

KEY WORDS: planning -values, planning -water resources, Susquehanna River Basin

15. Borton, Thomas E., Katharine P. Warner, and J. William Wenrich.  
1970. Public participation in water resources planning. Institute of  
Water Resources Report 70-6, U.S. Army Corps of Engineers. 128 p.

This study introduces and evaluates selected approaches to public involvement in the Susquehanna River Basin Study. Three hypotheses were tested: 1) that a linked series of contacts between members of the public and agency planners would establish more congruent perceptions of the problems; 2) that agency staff and public opinion leaders would increase their regard for direct involvement methods after their experience with the methods; and 3) that workshops would prove to be the most effective public involvement technique. All of these were confirmed. The study also includes the following: review of current public participation activities of both government planning agencies and private organizations, a discussion of key issues and problems in public involvement, and a proposed framework model for structuring public involvement.

KEY WORDS: public participation model, Susquehanna River Basin, techniques, water resources planning

16. Bultena, Gordon L., and John C. Hendee.  
1972. Foresters' views of interest group positions on forest policy.  
J. of Forestry 70(6):337-342.

This study attempts to determine the views of foresters toward timber harvesting and trail-bike use in the National Forests. Questionnaires were sent to foresters on five Pacific Northwest Forests. Foresters were asked to describe the position of various interest groups on timber cutting levels and the use of motorbikes on forest trails. In addition, they were asked whether these expectations were justified. Foresters hold views which align them closely with commercial interests. On the issue of timber cutting, views of logging and local community interests were considered legitimate, but those of conservation groups were largely defined as improper. The issue of motorbike use was seen as splitting recreational interests. The views of the foresters tested showed a gap between them and some of their clientele. Considerable changes are needed to broaden understanding and representation of groups with differing views.

KEY WORDS: Forest Service, interest groups, timber harvesting, trail-bike use



17. Burke, Edward M.

1968. Citizen participation strategies. J. American Institute of Planners 34(5):287-294.

Critical analysis of the general goal of citizen participation reveals basic conflicts between participatory democracy and professional expertise. This paper analyzes citizen participation as the basis for various strategies. Five strategies are identified: 1) education-therapy, 2) behavioral change, 3) staff supplement, 4) cooperation, and 5) community power. Each strategy has its own advantages and limitations and not all strategies are appropriate for all organizations. Conflict-oriented strategies are inappropriate in governmentally sponsored programs. The behavioral change and staff supplement strategies appear to be the most appropriate for community planning.

KEYWORDS: participatory democracy, planning, public participation goals

18. Case, Pamela J., Terry D. Edgmon, and Donald A. Renton.

1976. PUBLIC: A procedure for public involvement. Colorado State University, Fort Collins, CO. Range Science Series No. 22, 138 p.

This report discusses the problems of goal identification and contains a users guide for PUBLIC, a collection of quantitative computer programs to improve public input to the decision-making process. Basic relationships between administrative agencies and communities in the goal setting process and survey research techniques to express economic and social values are reviewed. The report outlines procedures for the collection and analysis of public opinion data and shows how such data can be used to identify areas of potential conflict. Several Fortran IV computer programs are included to assist in the statistical analysis of public opinion. Examples of sample data runs are also given.

KEY WORDS: analysis of potential conflict, computers in public participation, goal identification, survey research techniques



19. Checkoway, Barry, et al  
1977. Citizen participation technology. Council of Planning  
Librarians, Exchange Bibliography No. 1329. Monticello, IL. 36 p.

This bibliography contains several hundred citations divided into 17 sections representing different approaches to citizen participation technology. Each section has a brief introduction. A few of the sections include the following: decentralization, neighborhood government, survey research techniques, television, workshops, community planning centers, advocacy planning, and boards and committees.

KEY WORDS: bibliography, planning, survey research techniques

20. Clark, Roger N., and George H. Stankey.  
1976. Analyzing public input to resource decisions: criteria,  
principles, and case examples of the CODINVOLVE system. Natural  
Resources J. 16(1):213-236.

Analysis of public input has presented a serious obstacle to obtaining a consensus from the comments received. A need exists for the presentation of such information in a clear and unbiased form so that decisions can be made. To do this an analysis process called CODINVOLVE was created, which codes the responses, tabulates using hand or computer sorting, and summarizes the input in relation to pertinent questions. This process was tested on four separate resource issues which included public comments to proposed Forest Service actions. The CODINVOLVE system successfully summarized the balance of opinion and the supporting rationale in the four situations at a cost of between one and three dollars per input. The CODINVOLVE system provides for a flexible, nonjudgmental analysis of public input. Administrators and the public have responded favorably, and use of the CODINVOLVE system appears to have made a positive impact upon the Forest Service's decisions.

KEY WORDS: CODINVOLVE, Forest Service, public participation input analysis

21. Clark, Roger N., George H. Stankey, and John C. Hendee.

1974. An introduction to CODINVOLVE: a system for analyzing, storing and retrieving public input to resource decisions. USDA Forest Service, serial name PNW-223. Pacific Northwest Forest and Range Experiment Station, Portland, OR. 16 p.

CODINVOLVE is a content-analysis system designed for objective analysis of public input. It codes, stores, retrieves, summarizes, and displays that input as needed. It is based on a coding process which provides quantitative summaries of all opinions expressed (how many opinions for or against an issue or alternative) and qualitative descriptions of supporting reasons (why people feel as they do).

KEY WORDS: CODINVOLVE, public participation input analysis

22. Cooper, Terry L.

1979. Citizen participation: from political response to administrative initiative. The Bureaucrat 8(4):40-49.

Legislation to increase public involvement is viewed differently by administrators than by the public. Administrators perceive an increase in costs with little improvement in quality of the product and have thus complied only minimally with the laws. Citizen participants have incurred their own extra costs in participation and have seen little significant changes in the outcome. The administrative perspective must be changed so that public involvement is viewed as a desirable activity that improves both program effectiveness and efficiency. Four steps are proposed to produce more detailed and thorough citizen participation plans: 1) identify the relevant public, 2) describe possible methods to use, 3) project costs and benefits, and 4) select the best method. To accomplish this the following planning tools are needed: a manual of methods, a cost-benefit planning guide, and a cost assessment instrument.

KEY WORDS: planning, public participation costs

23. Cortner, Hanna J., and Dennis L. Schweitzer.  
1980. Public forest resource planning and reality: institutional problems and limitations. Paper presented at IUFRO Symposium on Forest Management Planning: Present Practice and Future Directions. Blacksburg, VA, Aug. 18-20, 1980. 30 p.

Problems inherent in the bureaucratic context of forest planning and those arising from shared perceptions of foresters are likely to hinder the development of land management plans. The authors examine the institutional factors which limit planning such as the effects of the "no action" option on future budgets and the tendency to view planning as a short term process to be completed quickly and then shelved away. Any national public planning process requires an assessment of current conditions and public preferences, so that a range of futures can be projected, and a decision can be made. All of these present obstacles occur because of the politicized nature of the planning process, the existence of bureaucratic constraints, and a shared common legacy of information and perceptions by those involved in planning. These obstacles can lead to the development of unrealistic plans and to inflated expectations of what can be achieved. It is likely that decisionmaking will be characterized by a process of "muddling through" policy directions.

KEY WORDS: decisionmaking, "no action" option, planning resource use

24. Costantini, Edmond, and Kenneth Hanf.  
1972. Environmental concern and Lake Tahoe: a study of elite perceptions, backgrounds, and attitudes. Environment and Behavior 4(2):209-242.

This paper examines the decisionmakers in the Lake Tahoe Basin in terms of their concern for environmental issues of that area. In depth interviews were conducted with 318 opinion leaders to ascertain their perception of environmental problems, possible solutions, social-psychological and political attitudes, and the environmental decision-making process. Responses were analyzed in terms of an "environmental concern" scale comprised of variables relating to automobile congestion, noise, air pollution, scenic resources, and water pollution. Respondents were grouped into low, medium, and high environmental concern categories. High-concern persons who differed from low concern-individuals over most environmental issues, are better educated, more liberal, more appreciative of rural values, more likely to be professionals, long-term residents, and less likely to be members of the business community. Though attitudinal studies provide a static picture of opinion, they can help identify the constraints within which environmental problem-solving occurs.

KEY WORDS: decisionmaking, elitism, Forest Service, Lake Tahoe, public opinion leaders, public perception



25. Council on Environmental Quality.

1980. Public opinion on environmental issues. U.S. Government Printing Office. Washington, D.C. 49 p.

Although environmental issues are no longer considered to be of a crisis nature, strong support for environmental protection still exists. 1576 persons over 18 years of age representing a cross section of the population were polled between January and April 1980. The questions they were asked dealt with environmental and economic tradeoffs, growth, energy, siting, regulatory performance, and other topics. There is strong public support for environmental regulation despite its recognized costs, but the public does not generally favor protecting the environment at the expense of an adequate energy supply. Strong support was expressed for solar energy, but low support for nuclear energy. Sixty-two percent of the public are sympathetic to the environmental movement while only four percent are unsympathetic to it. Environmental issues have become an enduring social concern, cutting across all demographic categories.

KEY WORDS: environmental regulation, public perception

26. Creighton, James L.

1977. The limitations and constraints on effective citizen participation. In, At square one, Proceedings of the Conference on Participation in Government Decisionmaking, Washington, D.C. Dec. 1976.p. 42-51.

Public involvement provides for greater accountability to the public while still retaining the basic characteristics of a representative government. Involvement is limited by a large number of factors. These include problems caused by a bureaucratic structure, difficulties in obtaining adequate funding for public involvement, the lack of interagency cooperation, the adversary positions of many interest groups, the need to represent a full range of interest groups and values, the need for public involvement to be an integral part of decisionmaking, the need for continuous public involvement, the problem of repetitious and overlapping citizen participation, and contradictions between autocratic agencies and democratic public involvement. To reach a decision that has public support, a problem-solving climate is needed. The responsibility for such an approach must lie with the decisionmaker.

KEY WORDS: government accountability, public participation problems



27. Creighton, James L.

1976. The use of values: public participation in the planning process. Executive seminar: Public Involvement in water resources planning. U.S. Army Institute for Water Resources, Fort Belvoir, VA, 16 p.

The emotional content of public input must play an important part in agency decisionmaking. Feelings and emotions are indicators of values and recognizing differences in values is the most important function of citizen participation. A policy is a balance point selected between competing values. Values in public participation are revealed by the use of value-laden language, predictions of dire consequences, or references to venerable sources. Value analysis involves the following: analyzing public input for underlying value issues, identifying clusters of publics, describing each cluster, developing an alternative for each group, identifying implications of each alternative, and evaluating the alternatives through public participation. This technique ensures that the planner does not become an advocate for some groups and an adversary of others.

KEY WORDS: emotional statements, planning, value analysis

28. Creighton, James L.

1972. Citizen participation/public involvement skills workbook. Synergy, Los Gatos, CA. 93 p.

This workbook is for use in the Synergy citizen participation/public involvement course. It contains class activities, practice exercises, and topic papers to supplement the concepts taught in the course. Some of the more important concepts discussed are these: people react not to the power you actually have but to the power they perceive you to have and the administrator in a bureaucracy is a para-politician who must make both professional and policy decisions. The three main objectives of public involvement are public relations, providing information, and resolving conflict. The meeting leader should be a facilitator of consensus rather than the more traditional chairperson.

KEY WORDS: handbook, para-politics, power perceived

29. Creighton, James L.

1979. Participant's manual: Federal Aviation Administration. Three-day workshop on community involvement in aviation decisionmaking. Office of Environment and Energy, Federal Aviation Administration, Washington, D.C. 96 p.

This manual summarizes currently available information about how to design and conduct effective community involvement programs. The primary objectives of public involvement are: 1) to provide an opportunity for public participation in democratic decisionmaking, 2) to inform the public, 3) to gather information, 4) to establish credibility, and 5) to resolve conflicts. Principles of community involvement and the integration of decisionmaking with public interactions are discussed. Both "leadership publics" representing organized groups and individuals not associated with such groups should be included. Manual chapters cover designing effective meetings, working with the media and advisory groups, and describe specific techniques. A hypothetical case involving public involvement for a metropolitan airport is discussed in detail.

KEY WORDS: decisionmaking, Federal Aviation Administration, techniques

30. Creighton, James L.

1980. A decade of contribution: a public involvement reader. Institute for Water Resources. U.S. Army Corps of Engineers, Fort Belvoir, VA. 470 p.

This reader contains over 40 articles by 26 authors on public involvement. Water resource planning is particularly emphasized. The articles are grouped into nine sections: 1) the rationale and need for public involvement, 2) principles for structuring public involvement programs, 3) institutional implications and constraints, 4) identifying the publics involved, 5) public meeting types, 6) nonmeeting techniques for public involvement, 7) public involvement in the issuance of regulatory permits, 8) evaluation of public involvement programs, and 9) future issues in public involvement.

KEY WORDS: planning water resources, program evaluation, public participation (future issues), techniques

31. Creighton, James L., Jerry D. Priscoli, and Tom Ballentine.  
1980. Public involvement in Corps regulatory programs. The Institute  
for Water Resources, US Army Corps of Engineers, Fort Belvoir, VA,  
608 p.

This volume was developed as a public involvement training course for the Army Corps of Engineers. It contains 28 readings on various aspects of public involvement with a particular emphasis upon water resource planning. Three case studies are described and examples are given of public notices. Also included is an evaluation of the public participation process for a general permit issuance in Florida.

KEY WORDS: Army Corps of Engineers, case study, public participation training,  
water resources planning

32. Creighton, James L.  
1980. Public involvement manual. U.S. Department of Interior, Water  
and Power Resources Service. 333 p.

This manual was developed to provide information and training in the basic principles and skills of public involvement for use by personnel of the Water and Power Resources Service. It contains major sections covering general principles of public involvement, structuring public involvement programs, organizational issues, and public involvement techniques. It also contains information on assessing the need for formulating, and carrying out public involvement as an integral part of the agency's programs. The manual presents standards, instructions and techniques for planning, implementing, and reporting public involvement programs. It is applicable to the planning of projects that will significantly affect the public, and is specifically applicable to water resource projects.

KEY WORDS: techniques, water resources planning



33. Crickman, Robin, and Manfred Kochen.  
1979. Citizen participation through computer conferencing.  
Technological Forecasting and Social Change 14(1):47-64.

Computer conferencing provides a reasonable way to conduct a discussion involving major public decisions. This study attempts to test the potential for using computers in public decisionmaking. Four participants with no previous computer experience were selected to use computer conferencing to discuss recombinant DNA research. Problems included an initial frustration with using computers, an inability to interject comments, and the input of trivial information. Benefits included equal treatment of participants, development of ideas, and a degree of consensus. Inexperienced users can easily learn to use a computer for debating important policy decisions.

KEY WORDS: computers in public participation, decisionmaking

34. Cupps, Stephen D.  
1977. Emerging problems of citizen participation.  
Public Administration Review 37(5):478-487.

Sensitivity to public demands is no substitute for independent, carefully reasoned, professional judgements made in the public interest. This article identifies the problems that have accompanied the growth of citizen advocacy in administration. These problems include the potential shortsightedness of political responses to citizen demands, representation and legitimacy, the style and tactics of citizen groups, and the absence of sophisticated cost-benefit analysis of citizen group policies and programs. Public participation can lead to poorly conceived, unrepresentative, and costly policy decisions if it is not carefully ordered and constrained by administrators.

KEY WORDS: citizen advocacy, representativeness of participants

35. Cutler, Malcolm Rupert.

1972. A study of litigation related to management of Forest Service administered lands and its effect on policy decisions, part two: a comparison of four cases. Ph.D. Thesis, Michigan State University Lansing, MI. 509 p.

Environmental litigation against the Forest Service has resulted from a lack of public hearings, inadequate multidisciplinary planning, and ambiguous statutes. The author describes in detail the history of four land use controversies which resulted in litigation against the Forest Service. Changes have been made subsequent to this litigation. The National Environmental Policy Act (NEPA) has had an impact on public involvement because of its requirements for full public disclosure and its extensive public comment process. It has affected Forest Service activities by formalizing and extending public involvement and by requiring a more vigorous exploration of proposed alternatives. NEPA also has its weaknesses, and lawsuits continue to occur. The goodwill of interest groups can be increased by early involvement, a choice of alternatives, and adequate lead time to develop their own counterproposals. Substantive changes are needed in the Forest Service planning efforts to reduce the likelihood of legal actions and to increase understanding of, and support for the decisions that are made.

KEY WORDS: Forest Service, history, lawsuits, legal requirements (full disclosure), planning, NEPA, U.S. Department of Agriculture

36. Cutler, M. Rupert.

1978. Public involvement in USDA decisionmaking. J. Soil and Water Conservation 33(6):264-266.

The U.S. Department of Agriculture is actively pursuing a policy of increased public involvement to make government more responsive to the public. The amount of litigation to block unacceptable decisions relates directly to the lack of opportunities for public participation. There are five basic stages in a successful public involvement effort: 1) defining the issue, 2) collecting public comments, 3) analyzing the comments, 4) evaluating comments and weighing them against other decision factors, and 5) implementing the decision. Although these stages were not followed in the RARE I process they play important roles in RARE II, the RPA, and other USDA programs. Public participation is not a panacea and at some point decisions must be made by the agencies. If more public participation is needed at that time the issue is more appropriately handled by the Congress.

KEY WORDS: lawsuits, RARE I, RARE II, RPA, U.S. Department of Agriculture

37. Daneke, Gregory A.

1977. Public involvement in natural resource development: a review of water resource planning. Environmental Affairs 6(11):11-31.

This paper reviews the development of public participation in the water resource planning process. Prior to the 1960's, participation involved simply obtaining clientele support for development projects under the assumption that any community growth was good. The environmental movement challenged this assumption and pressed for a broadening of public involvement in planning. Enactment of the National Environmental Policy Act led to a redefinition of participatory planning to encompass two way communication. The most innovative approach has been "Fishbowl Planning," a technique which includes citizens, committees, workshops, public meetings, and brochures. Even this has drawbacks, however, and to improve participatory planning the author suggests involving reluctant publics by providing information, organizational skills, and financial support. Public involvement may prove to be the catalyst for a new resource development philosophy.

KEY WORDS: "fishbowl" planning, water resources planning, NEPA

38. Daubert, Thomas F.

1978. Public involvement from a conflict management perspective. Western Wildlands 4(4):27-33.

Since its inception, the public involvement program of the Forest Service has provoked controversy. The author feels the process has failed because it attempts to avoid inevitable conflicts and because it ignores issues involving relationships between interest groups. Conflict is a dynamic, continuous process which is unavoidable, and has constructive functions. Conflict management attempts to maximize the beneficial potentials through observation, analysis, consultation, and mediation to facilitate clear communication. The Forest Service must recognize that it is more than simply a mediator to conflicts; it is also a party to them. Conflict and communication specialists should assist in the public involvement process. Conflict management should be a formal goal of public involvement.

KEY WORDS: conflict management, Forest Service



39. Davis, L.S, A. Polchow, J. Baden, and L. Royer.

1975. Citizens and natural resources--a perspective on public involvement. College of Natural Resources, Utah State University, Logan, UT. 20 p.

Public participation is a basic way in which citizens influence the government. In order to increase understanding and involvement the authors describe the history, purpose, and procedures of public involvement in natural resources issues. Management inputs are applied to the resource base to provide physical outputs which are translated into social outputs. Legal and physical constraints specify those inputs which can be either used or restricted. Advisory boards, public hearings, and public meetings are the three most frequently used public involvement methods. Advisory boards are often slanted in their membership, but have the greatest potential for real power sharing. Public hearings are usually dominated by organized groups, and are too rigidly organized for adequate discussion. Public meetings are less formal, more flexible, and provide the opportunity for two-way communication. Public meetings are considered the most successful of the public involvement techniques described.

KEY WORDS: public participation history, techniques

40. de Steiguer, Joseph E.

1979. Public participation in forestry research planning. Ph.D. Thesis, Texas A & M University, College Station, TX. 115 p.

Research priorities of the public are different from those being pursued by the Forest Service. The National Program of Research for Forests and Associated Rangelands was a research planning effort which included extensive public participation to formulate a research program. Regional and national organizations with an interest in forestry matters were solicited for input. Correlation analysis indicated that the delegates represented the research priorities of the population from which they were chosen. However, the research priorities of the delegates were not reflected in the final research allocations. Public input had almost no effect upon the final decision. A means whereby public input can be reliably translated into policy is needed.

KEY WORD: forestry research

41. Delbecq, Andre L., and Andrew H. Van de Ven.  
1971 A group process model for problem identification and program planning. J. Applied Behavioral Sciences 7(4):466-492.

This article describes a group process model useful in planning and in analyzing impacts. The process involves five phases. In phase I, problem exploration, participants receive information on the project and are assigned to small groups. In phase II, all potential impacts are listed in an exploration process. Phase III, priority development, reviews the priorities and obtains responses from potential critics. Phases III and IV develop a program and evaluate it. Considerable skill is required to implement this process, but when used properly it is a practical and powerful technique.

KEY WORDS: planning, public participation model

42. Devall, William B.  
1973. The Forest Service and its clients: input to forest decision-making. Environmental Affairs 2(4):732-757.

This article discusses the input to decisionmaking in the Forest Service at the level of forest supervisor. Public leaders were interviewed, and comments made during public hearings were analyzed for several major land-use decisions on the Six Rivers National Forest. Informative interaction, supportive interaction, and coalitions occur between several groups and result in a complex interaction matrix between the organizations. The most important client groups are the Sierra Club, the Western Timber Association and the Chambers of Commerce. Although the Forest Service has lost some of its autonomy in decisionmaking, it has successfully increased the quantity of public input to major decisions.

KEY WORDS: decisionmaking, Forest Service, interaction matrix, Sierra Club, Six Rivers National Forest, Western Timber Association

43. Draper, Dianne.

1973. Public participation in environmental decisionmaking. Council of Planning Librarians, Exchange Bibliography No. 1329, Monticello, IL, 28 p.

This bibliography examines the characteristics and operations of environmental interest groups and the ways the public can contribute to decisionmaking. It is divided into four sections and focuses upon Canadian governmental relations. The first, environmental concerns, lists general references relating to the environmental movement and environmental degradation. Section two, planning and public participation, provides references to theories and case studies, while the third section, voluntary interest group studies, examines both general interest groups and environmental interest groups. The final section, government and environmental quality, considers the methods by which citizens may participate in the policymaking process.

KEY WORDS: bibliography, Canada, case study, resource use planning

44. Edgmon, Terry D.

1979. A system resources approach to citizen participation: the case of the Corps of Engineers. Water Resources Bulletin 15(5):1341-1352.

The citizen participation process does not provide sufficient conditions to affect substantive changes in federal resource agency planning and decisionmaking. This paper reviews concepts of citizen participation and defines some inherent theoretical problems. Three cases of the Corps of Engineers Urban Studies Programs are described. Only one of these was successful. The mixed outcomes are attributed to organizational problems, an unwillingness to recruit professionals in citizen participation, and opposing characteristics of environmental group organization and water development interests. Alterations in agency practices are suggested which integrate citizen values with those of the agency so that citizens will be able to make substantive changes in the planning and decision processes.

KEY WORDS: Army Corps of Engineers, case study, urban planning water resources planning



45. Engs, Willlliam D.  
1976. Improving the performance of citizen's committees. J. of Forestry 74(1):18-20.

By focusing on group processes, resource managers can improve the results from citizens' committees appointed to participate in land-use planning. The author shows how knowledge from the behavioral sciences can be used by resource managers. Three processes are described which can improve the performance of committees. The first, called the group development process, proceeds in four stages: 1) forming (discovering acceptable behaviors), 2) storming (group conflict), 3) norming (acceptance of the group and its norms), and 4) performing (focusing energy on the task). The second process, called conflict management, may involve the stimulation of conflict by introducing potential areas of disagreement. The third process, direction, involves two kinds of leadership: one promotes group integration and solidarity while the other works toward direct accomplishment of the group's purpose.

KEY WORDS: conflict management, group dynamics, leadership, resource use planning

46. Erickson, David L.  
1976. Public involvement in natural resource planning and decision making: a selected bibliography. Council of Planning Librarians Exchange Bibliography No. 1097. Monticello, IL. 18 p.

This bibliography contains an alpabetical listing of 194 citations on public involvement in natural resource planning, decisionmaking, and the general topic of public involvement.

KEY WORDS: bibliography, planning

47. Erickson, D.L., H. K. Cordell, and A.C. Davis.

1977. Public land policy: an evaluation of decision and citizen involvement systems. J. Environmental Management 5(4):365-372.

Involvement of the public in land management decisions is a relatively new form of management. Eight problems associated with this are identified. The most serious is the inability of managers to measure the preferences of various interests, and to weigh or know how to use these preferences to arrive at decisions. Four alternative decisionmaking and public involvement systems are identified. The most desirable of these is the creation of a commission with policymaking authority. Other methods (in order of decreasing desirability) are these: Congress defines policies and priorities for agency decision-making, agencies adopt new procedures for making policy decisions, and Congress assumes increased responsibility for policymaking.

KEY WORDS: decisionmaking, preference measurement

48. Erickson, D. L. and Adam Clarke Davis.

1976. Public involvement in recreation resources decision making.

In, Proceedings of the Southern States Recreation Resources Application Workshop. Southeastern Forest Experiment Station, Asheville, NC. p. 191-215.

This paper presents a variety of information on the use of public involvement in resource decisionmaking. Two primary forms of public involvement are identified: those using only experts, and those involving the public at large. Pros and cons for public involvement are presented and twelve general principles are given. Effective public involvement requires that the manager: 1) know the preferences of affected publics, 2) consider these preferences, 3) know who gains and who loses by a particular decision, and 4) present the rationale for a decision to affected publics. Several techniques are described briefly and some of the more important research needs are then identified. The article also contains a listing of leading researchers in public involvement with their addresses, and an extensive bibliography.

KEY WORDS: bibliography, decisionmaking, recreation planning, research, techniques

49. Erickson, D.L., T.L. Napier, and C.P. Kramer.  
1981. Attitudes of public land managers toward citizen involvement in decision-making. Draft article to be published in J. of Forestry.  
19 p.

A study was conducted among public land managers to assess attitudes toward citizen involvement in the decisionmaking process and to evaluate the correlations of those attitudes. A list of all public land managers in four southeastern states was made, and a questionnaire was mailed to each. One hundred ninety-six managers (79%) responded. Considerable variance existed within the study population relative to attitudes toward citizen involvement. Three factors were significantly related to these attitudes. Recreation managers tended to be more in favor of citizen involvement in decisionmaking than managers of parks, timber, and wildlife areas. Managers with longer tenure in the agency tended to be less in favor of citizen involvement than those more recently employed.

KEY WORD: attitude of public land managers

50. Ertel, Madge O.  
1979. A survey research evaluation of citizen participation strategies. Water Resources Research 15(4):757-762.

Public support of planning recommendations is enhanced by a varied program which informs and involves the public and incorporates public comments into the final recommendations. The purpose of this study was to determine the effectiveness of communication strategies for public involvement. Questionnaires were handed to all persons attending the final public meetings for three studies of the New England River Basins Commission. Attendees were relatively affluent and well educated, public-issue oriented, and showed an interest in environmental issues. Direct mail contact and newspaper coverage were the most effective techniques in generating attendance. Cooperation with other planning bodies at the public involvement stage is a key step in implementing the study recommendations.

KEY WORDS: case study, effectiveness measurement, planning



51. Fairfax, Sally K.

1975. Public involvement and the Forest Service. J. of Forestry 73(10):657-659.

Confusion within the Forest Service over public involvement has produced an ineffective and misdirected program. There are three things public involvement is not: it is not a plebiscite; it does not need to include every real or potential group in the population; and it may not produce better and more accepted decisions. Public involvement goals include 1) educating the public, 2) building support for the agency, and 3) educating the Forest Service. The development of ongoing dialogue is of greater importance than public involvement. Involvement must be more than an agency "listening session."

KEY WORDS: Forest Service, public participation goals

52. Federal Interagency Council on Citizen Participation.

1977. In, At square one. Proceedings of the conference on citizen participation in government decisionmaking. Washington, D.C. Dec. 1976. 76 p.

This publication concentrates on actions the Federal Government can take to solve public and agency problems in achieving meaningful citizen participation. It includes brief descriptions of the issues addressed at the Federal Interagency Council on Citizen Participation along with the texts of talks and panel presentations. A section on government constraints in working with the public includes the following problem categories: authority and responsibility, resources, motivation and commitment of leadership and management; participation processes and skills; and public apathy or nonparticipation. A section on public constraints in working with the government consists of the following problem categories: public knowledge and understanding; participation difficulties; predisposition of the public; and social and cultural factors. Each problem category is further divided into four elements: problem statement, discussion, possible remedies, and indicator statements.

KEY WORD: public participation constraints

53. Folkman, William S.

1973. Public involvement in the decisionmaking process of natural resource management agencies: with special reference to the Pacific Northwest. Public Affairs Paper No. 3, Institute of Governmental Research, University of Washington, Seattle, WA. 29 p.

Public involvement in planning and decisionmaking, a basic cultural value in our society, is not compatible with efficiency through technological expertise. This paper examines the ways in which resource management agencies of the Pacific Northwest attempt to resolve this conflict. Representatives of federal and state agencies, voluntary, and commercial organizations with resource interests, were interviewed. Until recently, administrative decisions were made in private, with only limited public input. In response to a sense of powerlessness and separation from control over their own destiny, increasing numbers of people have been demanding a role in the decisionmaking process. The agencies have made significant changes and now use a wide variety of techniques with varying success. The interest groups need to evaluate their approaches in order to facilitate compromise in reconciling conflicting interest.

KEY WORDS: conflicting values, decisionmaking, resource use planning

54. Fox, Bruce.

n.d. Public involvement and the Forest Service: conceptual framework, legal requirements, organizational analysis and recommendations. School of Natural Resources, University of Michigan, Ann Arbor, MI. 99 p.

Public involvement in the Forest Service can help equitably distribute the nation's resources by allowing various groups to express their preferences and then acting on the information as effectively as possible. A conceptual framework for public involvement is established which emphasizes its process nature in the furthering of other objectives. Three goals of public involvement are discussed: to inform and educate the public, to build support for the agency, and to educate the Forest Service to public preferences. The legal requirements for public participation fall into 5 categories: 1) notice and comment procedures, 2) public hearings, 3) advisory boards, 4) cooperative management programs, and 5) citizen suit provisions. Forest Service public involvement problems in organizational planning, and agency-public interactions are described. Recommendations center upon improving communication within the Forest Service and between the agency and its interest groups.

KEY WORDS: Forest Service, legal requirements, planning

55. Freeman, David M.

1976. Some procedures to display the effects of land management alternatives on social well-being. USDA Forest Service, Rocky Mountain Region, State and Private Forestry, Denver, CO. 144 p.

To increase social well-being, the resource decisionmaker should make commitments which expand the array of available future choices. Social well-being is not served when polarizing overlapping conflict patterns are created. Two approaches to the analysis of well-being are described: a descriptive display of real income distribution, and a normative sociopolitical welfare filter. The author focuses primarily on the first technique. The descriptive display of social well-being contains six criteria which are affected by management actions: futures foregone, employment directly affected, employment indirectly affected, physical access to employment, social access to employment by ethnic groups, and property values. The Delphi technique is used to elicit subjective values from experts, and results are presented in a matrix. The matrix reveals the number of people who will gain or lose from a particular management action, the intensity with which the gain or loss will be felt, and its duration. This process allows for comparison of the social effects of different land-use actions. Problems with the technique are also discussed.

KEY WORDS: conflict management, matrix, resource use planning, social well-being analysis, techniques, values

56. Friesema, H. Paul, and Paul J. Culhane.

1976. Social impacts, politics, and the Environmental Impact Statement process. Natural Resources Journal 16:339-356.

NEPA has created a complex political process which has been used effectively to improve the social and environmental sensitivity of government decisionmakers. This article evaluates the quality of the social impact analysis in Environmental Impact Statements as well as the political impact of the statements. Serious errors are described in the substantive treatment of social impacts, the primary one being the focus on only one social consequence, the economic impact. Methodological problems also exist, the major one being the use of crude and inappropriate techniques to arrive at assertions. These inadequacies exist due to the lack of legal reinforcement, a lack of appreciation for the social sciences, and difficulties in predicting social consequences. In contrast, the EIS process has given increased access to decisionmakers for groups that would otherwise be excluded. NEPA has also increased the emphasis upon public involvement, created a more interdisciplinary approach, and helped administrators anticipate and ameliorate problems.

KEY WORDS: economic assessment, Environmental Statements, NEPA, political impacts, social impact assessment, techniques



57. Gale, Richard P.

1973. Communicating with environmentalists: a look at life on the receiving end. J. of Forestry 7(10):653-655.

Communication between government agencies and environmentalists is necessary because environmentalists can directly influence laws which affect the agency. There are two ways agencies can respond to environmentalists: by attempting to reduce their influence through counter-campaigns, or by minimizing their impact on the organization's major goals through improved environmental management. Public involvement can be improved by treating environmentalists seriously, by presenting honest public relations, by addressing comments to specific land areas, and by being realistic. Environmentalists must be shown specific examples of different management practices so that the alternative outcomes can be realistically understood. After a final decision has been made, environmentalists must be informed of the decision.

KEY WORDS: decisionmaking, environmentalists

58. Garcia, Margot W.

1981. Public involvement and social impact assessment. A case history of the Coronado National Forest. Paper presented at a Conference on Public Involvement and Social Impact Assessment held in Tucson, AZ. 17 p.

This paper discusses the roles played by various publics in the development of a land management plan for the Coronado National Forest. The physical fragmentation of the Forest contributes to a complex political setting involving a wide variety of groups. Frequently such groups hold opposing views which can lead to considerable conflict. Because these groups frequently had overlapping memberships, the potential for negotiating conflicts was very good. The public involvement process provided information that helped to define issues in the planning effort. Changes in forest management will alter opportunities for use, and will impact the social and economic structures of peoples' lives.

KEY WORDS: case study, Coronado National Forest, Forest Service, social impact assessment

59. Garcia, Margot Yvonne Weaver.

1980. Citizen participation in Forest Service planning in Arizona.

Ph.D. Dissertation. University of Arizona, Tucson, AZ. 172 p.

Citizen participation is one way to reduce public skepticism of Forest Service resources management activities. This study investigated citizen participation in Forest Service and management planning for the Coronado National Forest in Arizona and New Mexico. Questionnaires were used to determine which publics participate, and their level of interest. Despite a 20% Mexican American population, there was essentially no ethnic minority participation in planning forums. Minorities did not participate because they did not think natural resource questions were important. Thus, they did not support land-use planning. The public input process should be structured so that it is appropriate to the decisionmaking style in use.

KEY WORDS: Coronado National Forest, Forest Service, minority public participation, planning

60. Garcia, Margot

1978. A workshop manual for public participation. School of Renewable Natural Resources. University of Arizona, Tucson, AZ. 78 p.

The development of citizen participation programs requires a clarification of the objective and the degree of participation needed. This should be matched with the appropriate involvement techniques. This manual provides a logical action sequence for public involvement planning. Small work groups are discussed in detail. Public involvement steps include: 1) generate mailing lists, 2) set meetings, 3) train staff, 4) hold meetings, 5) analyze content, 6) make the decision, and 7) provide feedback to the public. The public should be given the chance to comment on the decision so that a continuing two-way communication develops.

KEY WORDS: goal clarification, planning

61. Glass, James J.

1979. Citizen participation in planning: the relationship between objectives and techniques. J. American Planning Association 45(2):180-189.

Insufficient attention is being given to the design of participatory programs, and objectives are often not matched to techniques used. Five objectives of citizen participation are identified: 1) information exchange, 2) education, 3) the funding of support, 4) supplemental decisionmaking, and 5) representational input. Four categories of techniques are developed which include: 1) unstructured, 2) structured, 3) active process, and 4) passive process techniques. Examples are described and matched with appropriate objectives. No one participatory technique can attain all the objectives. The choice of the best technique is dependent upon the situation and the objectives sought.

KEY WORDS: planning, public participation goals

62. Graves, Paul F., and Wilbur F. La Page.

1979. Participant satisfaction with public involvement in U.S. Forest Service recreation policy. In, Involvement and Environment. Proceedings of the Canadian conference on public participation, vol. 2. Edmonton, Alberta. p. 297-311.

This is a case study of the development of an Area Guide for the White Mountain and Green Mountain National Forests of northern New England. The authors tested whether the participants' confidence in the agency to make the right decisions was increased by their involvement experience. They found that it was not their participation but the agency's openness and their perception of employee competence that produced the increase. These are public relations gains, but they may be achieved in less costly ways than through large scale public involvement. The participants' image of the agency's competence, although apparently unrelated to the degree of their participation, is an important variable itself. It strongly influences the probability of agreement with the agency's decisions. Both quantity and quality of public response was very low, and neither made a significant contribution to the final management policy statements. These findings raise basic questions about the role and contribution of public involvement in complex policy decisions. Some types of issues may be appropriate for public involvement while others are not.

KEY WORDS: Forest Service, participant satisfaction, public attitudes recreation planning , value of public participation



63. Haetele, Edwin T.

1973. Representative government and environmental management.

Resources for the Future, Inc., Johns Hopkins University Press,  
Baltimore, MD. 188 p.

Decisions relating to environmental management should be made by elected representatives, not bureaucratic agencies. The historical development of governmental decisionmaking, from its constitutional origins to the recent moves for increased public participation, is discussed. The author argues that we have forgotten our political roots and that society has become excessively fragmented. Removing environmental issues from the political arena to one which relies on executive decisions is in conflict with our representative system. Such important decisions should be made in a legislative context where vote trading and accomodation can better shape policies. This will require redrawing political boundaries as well as considering a variety of difficult issues such as controlling excesses of interest groups and reckoning public costs in private calculations. The author advocates returning to constitutional government as the best way to deal with environmental issues.

KEY WORDS: decisionmaking, environmental management, participatory planning

64. Harry, Joseph, Richard Gale, and John Hendee.

1969. Conservation: an upper-middle class social movement.

J. of Leisure Research 1(3):246-254.

Members in the conservation movement appear to come largely from upper-middle-class occupations, especially professional occupations. In addition, it is presently an urban-based movement that is somewhat isolated ideologically from the main streams of both liberal and conservative political thought. Data are presented on the members of a large Pacific Northwest outdoor recreation and conservation association. Further, the patterns of membership of conservationists, nonconservationists are explored to determine the relative levels of activity of these groups in voluntary associations generally, as well as in other types of organizations. The data suggest that although conservationists frequently belong to a very large number of voluntary associations, they appear to isolate themselves structurally by concentrating their civic activities in the conservation field.

KEY WORDS: elitism, environmentalists

65. Heberlein, Thomas A.

1976. Some observations on alternative mechanisms for public involvement: the hearing, public opinion poll, the workshop and the quasi-experiment. National Resources J. 16(1):197-212.

This paper reviews four mechanisms for public involvement and discusses their strengths and weaknesses. Public hearings are limited in their effectiveness, tend to be dominated by interest groups, and do not provide adequate representation for the range of individuals affected. Public opinion polls are costly, and difficult to conduct; responses tend to be based on low levels of information and often change with increased information. Workshops are useful when augmented with techniques to insure that all affected individuals are given the chance to participate. The quasi-experiment technique can provide the opportunity for the manager to study actual behavior to determine preferences. A combination of these four techniques may produce the best public involvement process.

KEY WORD: techniques

66. Hendee, John C.

1977. Public involvement in the US Forest Service Roadless-Area Review: lessons from a case study. In, Denick Sewell and Terry Coppock (ed). Public Participation in Planning, John Wiley and Sons, Ltd, West Sussex, England. p. 89-103.

The Forest Service Roadless-Area Review and Evaluation (RARE) I was a significant turning point in developing both commitment to, and techniques for public involvement in decisionmaking. RARE I utilized extensive public involvement to decide which roadless areas should be studied for wilderness classification. Other factors in decisionmaking were potential wilderness quality, cost effectiveness, and the judgment of decisionmakers. Public involvement includes issue definition, collection, systematic analysis, evaluation, and decision implementation. The "best" use of forest resources cannot be determined from the resources themselves. Values held by the public must therefore play an important part in developing resource use decisions.

KEY WORDS: decisionmaking, Forest Service, planning, public values, RARE I wilderness classification

67. Hendee, John C., Roger N. Clark, and George H. Stankey.  
1974. A framework for agency use of public input in resource  
decisionmaking. J. Soil and Water Conservation 29(2):60-66.

The overriding objective of public involvement is to arrive at an acceptable resource management decision that provides a sustained flow of the desired benefits. Public involvement has five integral processes: 1) issue definition, 2) data collection, 3) analysis, 4) evaluation, and 5) decision implementation. Systematic, objective, and reliable systems for analysis are needed to summarize and display various kinds of public input, describe the extent and nature of public expression on an issue, reveal the sources of input, record both direct and indirect input on a continuing basis; and respond sensitively to general expressions of value as well as to specific management suggestions. Public participation will not eliminate confrontations, but it can focus the conflict in advance of the deadline for making a decision.

KEY WORDS: decentralized management, participatory democracy, public-affairs  
schools

68. Herbert, Adam W.  
1972. Management under conditions of decentralization and citizen  
participation. Public Administration Review 32:622-637.

Administrative decentralization and citizen involvement in public policymaking is essential. This article seeks to identify and examine the potential consequences of these changes and their significance for schools of public affairs. Participative democracy has been systematically and consistently avoided by public bureaucracies, but it is essential to offset public feelings of powerlessness. Traditional management values and beliefs must be challenged, and citizen perceptions of program effectiveness must be incorporated into a definition of governmental efficiency. The personal and professional discomforts expanded citizen participation may create are necessary costs. The greatest challenge to administrators will be identifying and balancing citizen needs and demands against conflicting demands and socioemotional needs of public employees, elected officials and administrative superiors. Schools of public affairs need to make changes in curricula to produce graduates able to operate within participatory environments.

KEY WORDS: decentralized management, participatory democracy, public-affairs  
schools



69. Institute for Participatory Planning.  
1978. Citizen participation handbook. 3d ed. Laramie, WY. 74 p.

This handbook serves as a text for short courses taught to public officials and other professionals involved in citizen participation. A "Citizen Participation by Objectives" approach is described which provides a framework for designing and implementing public involvement programs. Because many affected interest groups hold potential veto power, there must be substantial consensus on a course of action for a project to succeed. Chapters include: public involvement principles, designing public involvement programs, techniques to use in the administration and management of citizen participation programs, and six case studies.

KEY WORDS: case study, power to veto, public participation goals, public participation programs,

70. Ittner, Ruth, and Dorothee S. Pealy.  
1977. Citizen participation: search for criteria. Washington Public Policy Notes 5:1-5.

This paper describes conclusions from a series of seminars, questionnaires, and a conference on citizen participation criteria sponsored by the University of Washington. The primary focus of the conferees was on the values of citizen participation and the means of achieving these values. These means fall into three categories: 1) the quality of the participation process, 2) government commitment, and 3) citizen commitment. The citizen participation process can become a valuable complement to our representative system of government. The process of public involvement can help to mitigate the problems of bureaucracy, technology, and professionalism. Bureaucracies tend to make decisions for which no one individual bears responsibility. The tyranny of technology allows decisions to be made without consideration of the human merits involved. A lack of professional expertise makes it difficult for the nonprofessional to challenge complex agency decisions.

KEY WORDS: participatory democracy, value of public participation

71. Karr, Raymond W.

1975. A validity model for public involvement. M.S. Thesis.  
University of Missoula, MT. 44 p.

If concerns are dealt with and if people are involved and informed by an agency, then the public will usually accept a rational decision by the agency. The purpose of this study was to develop a model for evaluating the stages of the Forest Service public involvement process. This model contains the following eight steps: 1) selecting a sample response, 2) placing the responses into categories, 3) defining the issues from the responses, 4) writing a rationale for addressing the identified issues, 5) verifying correspondents' input through direct contact with them, and obtain a response to the agency's decision, 6) summarizing the responses, 7) analyzing the responses, and 8) evaluating the public involvement process. The model was successfully tested on three Forest Service projects in Montana. It provides feedback to the public on the final Forest Service position, demonstrates to the public that their input is being used, and generates additional public trust.

KEY WORDS: Forest Service, public participation model

72. Kent, J. A., R. J. Greiwe, J. E. Freeman, and J. J. Ryan.

1979. An approach to social resource management. USDA Forest  
Service, Surface Environment and Mining Program, Billings, MT. 124 p.

This publication presents guidelines which address two needs in the Forest Service: 1) to predict social changes resulting from resource development on or near National Forests, and 2) to allocate Forest resources in ways that enhance social benefits and minimize social disruption. A ten-step social impact analysis methodology is presented to satisfy these needs. The analysis covers past and current situations, future situations, and management direction. Three concepts are emphasized: 1) people and the land are closely related, 2) people have the right to participate in the decisionmaking process, and 3) the Forest Service can affect the well-being of people both within and outside forest boundaries. The human resources unit (HRU) concept summarizes these ideas. The HRU includes a relatively small geographic area and is used to develop information for resource decisionmaking, and for social impact forecasting and management.

KEY WORDS: Forest Service, planning, social impact assessment

73. Kweit, Robert W., and Mary Grisez Kweit.  
1980. Bureaucratic decision-making: impediments to citizen participation. *Polity* 12(4):647-666.

The premises of bureaucratic decisionmaking determine the type of citizen resources and environmental conditions which would be most likely to incline bureaucrats to accept citizen participation. A model is developed which identifies citizen-bureau interaction. It is hypothesized that high citizen resources and a stable environment will lead to cooperation, whereas low citizen resources and an unstable environment will lead to only symbolic participation. Citizen participation is a flawed device for attaining bureaucratic responsibility. Although certain segments of society may have a greater impact, the general public remains outside the process because they lack the resources to change the bureaucracy.

KEY WORDS: decisionmaking, public participation model

74. Langton, Stuart.  
1979. American citizen participation: a deep rooted tradition. *National Civic Review* 68:403-410, 422.

One of the most visible and important features of democracy in the United States in recent years has been the growth of citizen participation. Three types exist: 1) that initiated and controlled by government (citizen involvement), 2) that initiated and controlled by citizens (citizen action), and 3) electoral participation. The growth of citizen involvement has progressed through an inform and comment stage beginning in the 1940's, to a targeted involvement stage in the 1950's and 1960's, and finally to general acceptance in the 1970's. Characteristics common to the citizen action groups are networking, professionalization, and government collaboration. Citizen action and citizen involvement will become even more important in future years because of the success of citizen action, the necessity of citizen involvement, and restraints to electoral and political party reforms.

KEY WORD: public participation group



75. Langton, Stewart (ed).

1978. Citizen Participation in America. Lexington Books, D.C. Heath and Co., Lexington, MA. 125 p.

This book of essays links together citizen participation research in five general areas: democratic theory, studies of political behavior, community development, citizen action studies, and government initiated public involvement. Topics discussed include the state of the art; what citizen participation is; a review of recent public involvement research; citizen participation and democratic theory; the involvement of neighborhood, public interest groups and federal agencies in public involvement; development of Federal participation programs; and a discussion of public involvement techniques.

KEY WORDS: political behavior, research, techniques

76. Langton, Stuart (ed).

1978. Citizen participation perspectives. Proceedings of the Nat'l Conference on Citizen Participation. Lincoln Filene Center for Citizenship and Public Affairs, Tufts Univ., Medford MA. 280 p.

This book contains the proceedings of a national conference on public participation. The conference included representatives from nearly 300 organizations, both public and private, from all sections of the nation. Three major panel presentations addressed the following: critical and unresolved questions about citizen participation; participation from the citizen's perspective; and participation from the governmental perspective. Other sections of the book include 33 workshop papers on such topics as the underrepresentation of minorities, elitism and citizen participation, and survey techniques. Five core group reports focus on improving citizen participation through strengthened government programs, through citizen action, and by appropriately targeting citizen participation approaches. Six major addresses by prominent national figures are also included. Eleven recurrent issues and the 25 most common suggestions are discussed by the editor. These include the need for practical research, the need for early involvement of the public, and the need for greater funding of public involvement efforts.

KEY WORDS: elitism, minority group underrepresentation, representativeness-- problems with, techniques

77. LaPage, Wilbur F., and Paul F. Graves.

1977. A comparison of participant satisfaction among three styles of public involvement in Forest Service recreation policymaking. Northeastern Forest Experiment Station, Upper Darby, PA. 30 p.

Increased public involvement as traditionally defined does not necessarily result in an increased acceptance of the final decision. The authors conducted surveys of participants in two Northern New England National Forests to determine whether satisfaction with the final policies, and increased confidence in the Forest Service, were related to level and type of citizen participation. Confidence increased most frequently among those whose involvement was less intensive and among those who had a favorable impression of the agency's capabilities. The levels of both agreement and disagreement were higher for the final policies than for the earlier draft policies for all types of participants. Both the quality and quantity of public response was low. Replacing influence in decisionmaking by opinion polling does not guarantee public approval and may lead to greater public distrust. A broader definition of public involvement, one which includes advocacy, volunteer staff, advisory groups, and physical labor, can be expected to increase participant satisfaction and confidence.

KEY WORDS: Forest Service, participant satisfaction, public trust

78. Like, Irving.

1971. Multi-media confrontation--the environmentalists' strategy for a "no win" agency proceeding. Ecology Law Quarterly (3):495-518.

Although agency bias can prevent a victory for environmentalist intervenors, the agency proceedings can also produce public education and support. Why should conservationists litigate a "no-win" contest where defeat is probable? The article examines this question using an Atomic Energy Commission (now the Nuclear Regulatory Commission) case study. Agencies such as the Atomic Energy Commission have much greater resources, technical staffs, industry backing, and dependent research institutes than litigants can mobilize. Litigants should treat agency proceedings as a multimedia confrontation where the public can be educated on environmental abuse. This requires careful and dramatic disclosure of the intervenors strong points. Valuable procedural tactics are the right to cross-examine, motions for examination, discovery and inspection, physical view of the site, and other motions or objections to educate the public. Environmental issues are thus tried on multiple levels: the agency, the media, and the arena of public opinion.

KEY WORDS: Atomic Energy Commission, case study, lawsuits, resource use planning

79. Lipsky, Michael.

1968. Protest as a political resource. American Political Science Review 62:1144-1158.

Protest is an important aspect of minority group and low income group politics. Protest is used by relatively powerless groups to increase their bargaining ability. It has inherent limitations because of the need of protest leaders to appeal to four constituencies simultaneously: 1) members of the protest organization, 2) the communications media, 3) the reference publics of the protest group (third parties), and 4) the target groups. Target group responses include dispensing symbolic satisfactions, blunting protest efforts, appearing to be constrained, discrediting protest leaders, or postponing action. Protest is successful only when the reference publics can be activated to enter the conflict.

KEY WORDS: power--lack of, minority groups, protest

80. Mater, Jean.

1977. Citizens involved: handle with care. Timber Press, Forest Grove, OR. 166 p.

Citizen involvement can be a useful way for the forest industry to earn credibility with its publics. This book is an industry how-to guide for working with various interest groups. One chapter describes these publics and their roles in decisionmaking. A ten-step public acceptance assessment is described which evaluates public perceptions, attitudes, and motivation towards proposed forest industry actions. Other chapters discuss ways to improve communication with the publics, how to present complex issues, the importance of actions rather than words, and the ways professionals can adapt the decisionmaking process to increased public involvement.

KEY WORDS: decisionmaking, forest industry, interest groups, public trust



81. May, Judith, V.

1971. Citizen participation: a review of the literature. Council of Planning Libraries, Exchange Bibliography No. 210-211. Monticello, IL. 82 p.

This paper reviews and summarizes the literature on public participation. In the first section it examines the relationship between the degree to which citizens participate and the effectiveness of participation. The evidence supports the concept that people who receive more benefits participate more, but also that people who participate more, receive more. The author then surveys the range of participation goals and how political structure affects the rate and effectiveness of participation. In the second section, participation is used to show how an individual relates to an organization. Finally, the author explores the conditions under which bureaucracies distribute benefits to particular groups.

KEY WORD: effectiveness measurement

82. Mazmanian, Daniel A., and Jeanne Nienaber.

1979. Can organizations change? Environmental Protection, Citizen Participation and the Army Corps of Engineers. The Brookings Institution, Washington, D.C. 222 p.

This book provides a classic illustration of the process of mutual accommodation that occurs between an agency and its publics. Since the passage of the National Environmental Policy Act in 1969, the Army Corps of Engineers has made a concerted effort to respond to demands for more open decisionmaking and for an increased environmental sensitivity. Four criteria are used to gauge the degree of change in the Corps. The first, new objectives, was clearly met by changes in planning and in the setting of environmental objectives. The second, environmental considerations and structured changes, took place through an extensive agency reorganization. The third criterion, substantive change, appears to be partly met, but the long lead time for planning new programs makes evaluation difficult. The final measure of change, open decisionmaking, has been successfully used in a few situations, but its use has been limited. Although there have been problems, the Corps is today doing a better job of public participation than most government agencies.

KEY WORDS: Army Corps of Engineers, decisionmaking, NEPA

83. McDonald, Ernie.

(n.d.) Preparing for public involvement. USDA Forest Service, Pacific Northwest Forest and Range Experiment Station, Environmental Education, Portland, OR. 61 p.

This publication provides a step-by-step development of the public involvement process. It contains meeting ideas, descriptions of techniques, and worksheets to apply the concepts. Some of the issues addressed include an analysis of target groups; how to conduct effective public meetings; and roles of the facilitator, the recorder, and the "fact person" at public meetings. General topic papers include and cover concepts such as using community action efforts as cooperative activities requiring the input of both organized groups and individuals; the professional's job to create a process that leads to consensus on an issue, emphasizing the power role of an administrator to reduce potential conflicts, and giving emotional data from the public the same consideration as factual information.

KEY WORDS: conflict reduction, consensus building, effectiveness of measurement, emotional vs. factual inputs, techniques

84. Milbrath, Lester W., and M. L. Goel.

1977. Political participation. 2d ed. Rand McNally College Publishing Co., Chicago, IL. 223 p.

This book provides an overview of the political participation process. Most of the discussion focuses upon North America and Europe, but other nations are also discussed. It contains chapters on the following: conceptualizing political participation, participation as a function of stimuli, participation as a function of personal factors, participation as a function of environmental variables, and participation and constitutional democracy.

KEY WORDS: environmental variables, political participation (Europe)

85. Milbrath, Lester W. and Stephen Cohen.

1981. The utilization of information from citizen participation programs in governmental planning and decisions. Draft article prepared for J. of Applied Behavioral Science, special issue on public participation. 26 p.

Public input to a bureaucracy may be made worthless if it is not received, processed and utilized in a meaningful and accurate manner. This paper addresses a topic that has received little attention: the utilization of citizen participation information. In the citizen participation process, technical input from specialists should be distinguished from generalized input from the public at large. Values are central to policymaking and to the citizen participation process. The main contribution of citizen participation is to provide public officials with measures of public values. Elections are a poor measure of the public's value preferences, but surveys may be effective tools for their measurement. To be effective, five citizen participation messages must be considered: 1) legitimate, 2) believable, 3) interpretable, 4) relevant to a current problem, and 5) targeted to arrive at the right time and place. For effective utilization of citizen input, the agencies must 1) value citizen participation, 2) incorporate it into their policy process, and 3) must train personnel to value and use public participation input. Public officials must seek meaningful citizen input and use that information to serve the values of all of the people.

KEY WORDS: public input analysis, public values, surveys

86. Milbrath, Lester W.

1981. Incorporating the views of the uninterested but impacted public in environmental planning. In, Grumm & Wasby (eds). The Analysis of Policy Impact. Lexington Books, Lexington, MA. p. 101-112.

A carefully designed survey can adequately determine public opinion for environmental planning, but the results will be unlikely to affect the final decision. In the development of a water-quality plan for the Niagara Frontier region in New York, a random sample of 1021 people was surveyed using lengthy interviews to obtain attitudes on environmental matters. Similar interviews were conducted with 233 community leaders. Survey results were incorporated into the planning process. Although the results refuted several environmental misconceptions, and were considered useful by the leaders, they had little effect on the leaders' opinions. Political implications of findings tend to override other considerations. Surveys should be used in conjunction with other public participation techniques, but their impact will depend upon the willingness of leaders to apply the results.

KEY WORDS: case study, decisionmaking, surveys, water resources planning



87. Moronne, Daina Dravnieks.

1978. Urban forestry: agency guidelines for public involvement. In, Proceedings of the National Urban Forestry Conference. Washington, D.C., Nov. 13-16, 1978. p. 127-133.

An agency or institution can achieve commitment to urban forestry by involving the public in the planning process, and by using psychological principles applicable to small-group behavior. Principles of ecological psychology and undermanning theory are used to define guidelines that should be followed in attempts to involve the public. Undermanning theory states that a small setting motivates people to participate more than a large setting, and thereby produces a greater sense of commitment for each person. Citizens will participate when they feel they have some control over the project, but will not participate when they feel they have no real influence.

KEY WORDS: ecological psychology, group dynamics, public commitment, public motivation, undermanning theory

88. Ogden, D.M., Jr.

1970. Wildland policy decisions--by whom? J. of Forestry  
68(4):201-204.

Wildland policy decisions require the development of a consensus among all persons involved. Such a consensus will take into account the multiple demands which will be placed on the lands. Constructive consensus-building must include the landowners (public or private), the users, and concerned citizens. Users include consumptive users, those who depend upon consumptive users, recreation users, and indirectly related organizations. A three-step process is recommended: 1) analyze needs and plans, 2) consult with interested groups, and 3) review the proposals with responsible political officials.

KEY WORDS: consensus building, wildland planning

89. Oppenheim, A. N.

1966. Questionnaire design and attitude measurement. Basic Books, Inc., New York, NY. 298 p.

Proper questionnaire preparation requires careful planning and design. This book discusses the major problems in the preparation of surveys. Included are chapters on working questions; checklists, rating scales, and inventories; attitude statements, attitude-scaling methods, and projective techniques in attitude studies; the quantification of questionnaire data. A short test of statistical knowledge is included, along with a nomograph for testing statistical significance of differences.

KEY WORDS: questionnaire design, statistical significance testing

90. O'Riordan, Jon.

1976. The public involvement program in the Okanogan Basin Study. Natural Resources J. 16(1):177-196.

This paper details the development of an interest-group-based planning model for the Okanogan River Basin in British Columbia, Canada. The public involvement program had three major components: 1) program start-up using public meetings and opinion surveys, 2) creation of task forces to permit citizen participation, and 3) an extensive public information program. The cost was approximately 10% of the study budget. Public response led to a broadening of the alternatives to include a greater range of economic growth projections. Factors contributing to success of the study were the use of a variety of techniques, inclusion of various interest groups, a competent staff and coordinator, and no requirement for immediate monetary outlay by any of the recommendations. Although the plan was accepted by the public, elected officials have not implemented it.

KEY WORDS: Canada, case study, planning

91. Ostheimer, John M.

1977. The Forest Service meets the public: decision-making and public involvement on the Coconino National Forest. Eisenhower Consortium Bulletin 5. 24 p.

The purpose of this study was to evaluate several cases of public involvement in controversial decisions on the Coconino National Forest and to recommend needed changes. The Forest Service needs to pay more attention to the goals of public involvement. The Forest Service is too specific, defensive, and crisis-oriented in dealing with the public. To correct this the agency must continuously interact with the community to develop a constituency. The CODINVOLVE system has not proven useful, and tends to give decisionmakers an illusion of public involvement when none exists. Emotional arguments are highly pertinent in any political decision and must not be ignored. Public involvement must create a setting in which interest groups identify each other, rather than the Forest Service, as the problem.

KEY WORDS: agency defensiveness, case study, Coconino National Forest, CODINVOLVE, continuous interaction, Forest Service

92. Pitkin, Hanna Fenichel.

1967. The concept of representation. University of California Press, Berkeley, CA. 323 p.

This book is an analysis of the concept of representation. The concept is a modern one and has become a human right in many societies. The author first reviews some of the main views of the concept developed by political theorists. These include formalistic views of representation, views of representation as a "standing for" others, and representation as an "acting for" others. The remainder of the book is concerned with the controversy over problems connected with linking representation with activity, particularly the controversy over the proper relation between a representative and those represented. A concluding chapter assesses the meaning of representation in relation to political life.

KEY WORDS: political theory, representativeness



93. Polchow, Alfred, Sue Samson, and Lawrence S. Davis.  
1975. Methodology and effectiveness of administrative public involvement, abstracts and bibliography. Department of Forestry, Utah State University, Logan, UT. 151 p.

This publication contains abstracts and bibliographies of public involvement literature. Its purpose is to suggest approaches and concepts to improve public involvement in land management planning. The report is divided into two parts. The first part contains 309 bibliographic citations organized by method of public involvement. These include public hearings and public meetings, advisory boards, information sources available, general articles with methods, and public involvement bibliographies. The second part consists of 104 selected references which are abstracted, categorized, partially evaluated, and organized by the public involvement method used.

KEY WORDS: bibliography, techniques

94. Press, Mitchell A.  
1979. Public involvement in the USDA Forest Service. M.S. Thesis University of Calgary, Alberta, Canada. 226 p.

This report examines the effectiveness of Forest Service public involvement from the perspective of both participants and managers. Three key controversies which occurred in the Forest Service's Northern Region during the 1960's are described. Public dissatisfaction with these and other issues led to institutional and conceptual changes in the agency. New styles of management were instituted; the organizational structure was reorganized; managers were trained to relate more effectively with the public; and the public was allowed to participate in the decisionmaking process. A framework for assessing the effectiveness of public involvement is applied to the Great Bear Wilderness Study in Montana. The strengths and weaknesses of the public involvement process are described. Recent trends and problems in Forest Service citizen participation are identified and recommendations are made to improve the program.

KEY WORDS: effectiveness measurement, Forest Service, organizational change, participatory planning

95. Priscoli, Jerry Delli.

1980. Developing public involvement evaluations: a federal agency perspective. Institute for Water Resources, U.S. Army Corps of Engineers. 36 p.

This paper discusses the evaluation of public involvement programs used by natural and water resource agencies. Public involvement is more than an operational means to public policy ends; it is a reflection of deeply held social values inherent in a democratic government. Public involvement as an end in itself must be evaluated in the context of accountability, conflict, legitimacy, informing the public, and building citizen trust. As a means to an end, public involvement must be evaluated in terms of the agency's mission, the type of government decision to be made, and the public, private, and management roles of participants. Specific examples are given of such evaluations. Evaluations of public involvement can help to determine how successful the participatory revolution is as a trust-building process.

KEY WORDS: effectiveness measurement, participant roles, public trust

96. Priscoli, Jerry Delli.

1975. Citizen advisory groups and conflict resolution in regional water resource planning. Water Resources Bulletin 11(6):1233-1243.

This paper examines the hypothesis that citizen advisory groups help enhance a flow of effective communication. Four regional comprehensive water resources planning studies are analyzed to determine the shared perceptions of planners and citizens. Before any consensus can emerge, both sets of participants must have shared perceptions of whether conflict exists in major water planning problems. In the four studies there was a general consensus on which problems were of greatest importance. Planners and citizens held opposing views on whether conflict exists for a majority of the issues. The hypothesis is not supported because the flow of information did not result in a common understanding. Integrating citizen participation programs into the planning process may prove more difficult than it appears.

KEY WORDS: case study, conflict reduction, water resources planning

97. Priscoli, Jerry Delli.

1978. Why the Federal and regional interest in public involvement.

In, Water resources development. Institute for Water Resources, U.S. Army Corps of Engineers Working Paper 78-1. Fort Belvoir, VA. 24 p.

This paper addresses the limits and potentials of federal public involvement programs. Public involvement is a philosophy, not a technique, and what works in one place will not work in another. Public involvement is not a substitute for representative government, but it does provide for the gauging of changing public opinion. Public involvement can provide the planner with insights into the social impacts of a project, and it can mobilize a regionally affected constituency to better analyze the trade-offs involved in water resources planning. Public involvement also requires a willingness to accept and implement decisions of the participants.

KEY WORDS: public participation--limits of, social impact assessment, water resources planning

98. Priscoli, Jerry Delli.

1978. Public involvement and social impact analysis: union looking for marriage. Institute for Water Resources, U.S. Army Corps of Engineers. Working Paper 78-2. Fort Belvoir, VA. 24 p.

Government agencies must find ways to mesh public involvement and social impact demands with older views of planning. This paper discusses the linkages between social impact analysis and public involvement. Public involvement programs generate social impacts by forcing the political system to adapt to new public demands and changing values, and by forcing integrated program level explanations for agency activities. Social impact analysis requires public involvement so that questions of justice and equity can be addressed. The debate over future plans involves the consideration of a variety of possible alternatives to improve the human condition. In the process of predicting the future, we mentally create it and this process is important in forming it.

KEY WORDS: future prediction, planning, social impact assessment



99. Redburn Steve, Terry F. Buss, Steven K. Foster, and William C. Binning. 1980. How representative are mandated citizen participation processes? Urban Affairs Quarterly 15(3):345-352.

Neither the citizen participants in mandated processes nor the traditionally recruited political elite consistently reflect the average views of the public. This study attempts to determine whether citizen participation processes effectively represent the needs and demands of the public. Personal interviews were conducted with members of an advisory board and a policy board for the Youngstown-Warren, Ohio areas. A poll of 646 citizens was used to determine how closely the boards represent majority opinion. There were significant differences in background and attitudes between the groups. The public mandated citizen participation overrepresents special interests and does not consistently represent public perceptions and preferences. The processes of representation warrants greater scientific evaluation.

KEY WORDS: case study, elitism, overrepresentation, representativeness

100. Reinke, Konrad B., and Betty Reinke. 1973. Public involvement in resource decisions: a National Forest seeks public input for recreation development. J. of Forestry 7(10):656-658.

Successful public participation requires both information and meaningful involvement. The Cleveland National Forest in California sought public opinion for development of a new recreation area. A Forest Service multidisciplinary team determined the land capabilities and developed a report containing a series of alternatives. Involvement was sought from various interest groups after the alternatives had been developed. Thirty individuals representing the groups were given a tour of the site by a Forest Service leader who was able to supply needed technical information. Recommendations were made by the group and later a public meeting gave the general public an opportunity to speak. The final decision incorporated the citizens' recommendations in a phased development plan.

KEY WORDS: Cleveland National Forest, Forest Service, recreation planning

101. Renton, Donald Avery.

1975. Preference representation and conflict in the US Forest Service.  
Ph.D. Dissertation, Colorado State Univ., Fort Collins, CO. 140 p.

Conflicts between Forest Service members and interest groups may not reflect real value conflicts between the Forest Service and the larger public. The purposes of this study were to develop a methodology for mapping preference configurations within a population and to measure disparity among preference configurations. A questionnaire was distributed to local residents and the staffs of two National Forests to measure the preference order for nine Land Management Alternatives. Preferences were mapped using factor analysis. The average staff opinion was not greatly different from the average public opinion, but public interpretation of staff opinion was inaccurate. Forest Service managers, unlike the employees, have unusually large differences from the central tendency of public opinion.

KEY WORDS: factor analysis, Forest Service, preference mapping, resource use planning

102. Riedel, James A.

1972. Citizen participation: myths and realities. Public  
Administration Review 32(3):211-220.

The problems associated with citizen participation are political rather than mechanical in nature. This article focuses upon the political realities of public involvement. Most people avoid individual participation because the political system responds most favorably to interest groups. Localizing control does not increase participation, and as problem seriousness increases, resistance to involvement also increases. Direct citizen action to force a governmental response has historically been an important factor in producing changes. The appropriate citizen participation mode is the one which uses practical politics to transfer power.

KEY WORDS: interest groups, open decisionmaking, transfer of power

103. Robertson, James, and John Lewallen (eds).  
1975. The grass roots primer. Sierra Club Books, San Francisco, CA.  
287 p.

This book details the practical steps concerned citizens can take to achieve environmental goals. Its focus is at the grass roots level and the emphasis is upon organizational tactics to gain power. "Grass Roots Heroes," 18 stories of local environmental activists and their successful attempts to affect private and public decision making, encompasses a large portion of the book. A section on steps to power discusses how to plan, organize, and carry out local environmental efforts. Other sections include a digest of federal and state environmental laws, a review of grass roots information sources, and a directory of other local environmental action groups.

KEY WORDS: "grass roots" activism, power, resource use planning

104. Rosenbaum, Nelson M.  
1976. Citizen involvement in land use governance. The Urban Institute. Washington, D.C. 82 p.

Legislators and elected officials must recognize that direct citizen involvement in land use decisionmaking is a necessary aspect of contemporary democracy. The primary purpose of public involvement is to increase the responsiveness and accountability of government. The historical origins of citizen involvement are reviewed, and the basic structure of public involvement programs is described. The three basic components of a citizen participation program are 1) public preparation, 2) citizen participation, and 3) governmental accountability. The major program design issues are discussed along with the various methods for implementing a citizen involvement program. The book concludes with an analysis of the costs and benefits of public involvement in governmental decisionmaking.

KEY WORDS: cost-benefit analysis, decisionmaking, governmental responsiveness, history



105. Rosenbaum, Walter A.

1978. Slaying beautiful hypotheses with ugly facts: EPA and the limits of public participation. J. Voluntary Action Research 6:161-170.

The Environmental Protection Agency's public involvement efforts do not approach the program's stated goals. The author reviews the EPA's effort to implement water pollution control regulations, and analyzes the causes of an inferior public involvement effort. The primary causes are constraints due to the EPA's decentralized structure, which allows for greater local autonomy, policy constraints from other imperatives in the enabling legislation, and the high cost of conducting public involvement. The Water Pollution Control Act was poorly drafted, permitted too much discretion, and allocated too few resources for its implementation. The premises of public involvement need to be examined to determine when or if they will work in a given circumstance.

KEY WORDS: decentralized management, Environmental Protection Agency, water pollution control

106. Rosener, Judy B.

1981. User-oriented evaluation: a new way to view citizen participation. Prepared for J. of Applied Behavioral Science. In press.

A user oriented evaluation approach can provide information on the success or failure of a public participation effort. This study focuses upon public involvement in the issuance of two general permits for wetlands development in Florida by the Army Corps of Engineers. Task-oriented workshops were held in each case. In Sanibel Island the process was successful, in part because a "third-party-intermediary" convinced strong environmentalists to participate and to accept the final product. In Miami a general permit was not issued due to a greater diversity of opinion, the lack of an intermediary, and a lack of early participation. In both cases process goals were achieved, but outcome goals were not achieved in the Miami area. Although the sharing of decisionmaking with interest groups can lead to agency support, some groups may avoid participating to retain their position as opponents.

KEY WORDS: Army Corps of Engineers, case study, decisionmaking, effectiveness

107. Rosener, Judy B.

1978. Citizen participation: can we measure its effectiveness?  
Public Administration Review 38(5):457-463.

Citizen participation takes meaning only within a value context, but most plans for public involvement have ignored this. This ignorance has produced confusion as to the meaning, expectations, and cause and effect relationships between participation programs and societal goals. The effectiveness of participation processes is poorly understood. The author proposes the use of evaluation research methodology to measure the effects of a program against the goals it sets out to accomplish. A transportation planning process was successfully evaluated using such a methodology. Evaluation research methodology can produce an acceptable framework for both conceptualizing and measuring citizen participation effectiveness.

KEY WORDS: effectiveness evaluation, evaluation research methodology, public participation goals

108. Rosener, Judy B.

1980. Evaluating the effectiveness of participation techniques: whose criteria? Who cares? Paper presented at the Symposium on Citizen Participation: models and methods of evaluation, Washington, D.C., February 4, 1980. 29 p.

The evaluation research approach provides specific information on the value of various participation techniques. Few effectiveness evaluations have been conducted in the public participation field and those that have been done are replete with hidden assumptions. Techniques need to be assessed in terms of both process goals (participation opportunities) and impact goals (the impact of participation upon the final decision). Proposals that give local officials greater flexibility in techniques may lead to a return to merely symbolic participation. Evaluation research requires clearly defined goals and specific objectives, measurement criteria, and an assessment based on the achievement of the goals and objectives. Advantages of the evaluation research approach are its specificity, reliability, and practicality, while a disadvantage is the temporary sacrifice of generalizability. An example is given for the development of a General Permit for Sonibal Island, Florida, by the Army Corps of Engineers in 1979. The Corps goals were process oriented while those of environmentalists were impact goals. The goals and objectives were achieved for both groups. Evaluation research may prove valuable in the systematic evaluation of public involvement.

KEY WORDS: Army Corps of Engineers, case study, effectiveness evaluation, evaluation research methodology, public participation goals, symbolic public participation.

109. Rosener, Judy B.

1975. A cafeteria of techniques and critiques. Public Management  
57(12):16-19.

This article reviews 39 public involvement techniques. Some of these are: hotlines, randomly selected participation groups, workshops, game simulations, arbitration and mediation planning, and citizen referendum. Each technique is briefly described and is correlated with a list of 14 possible objectives. These objectives include: resolve conflict, generate new ideas and alternatives, identify impacted groups, identify attitudes and opinions.

KEY WORDS: public participation goals, techniques

110. Rountree, Carl, and Raymond Karr.

1980. An evaluation of the RARE II public input analysis.  
USDA Forest Service Office of Information. 59 p.

A public input analysis technique used during the RARE II process was considered useful and comprehensible by most Forest Service decisionmakers. Forest Service personnel representing a broad variety of staff levels and geographic locations were interviewed in-depth to evaluate the effectiveness of the content analysis technique. Computer printouts were preferred over the narrative reports. Coding reliability exceeded 90%, but errors occurred due to an inadequate analysis design. The average coding cost was \$2.55 per input. Efficiency suffered due to inadequate training, high turnover of personnel, and the diversity of the comments received. Recommendations include the following: clarify objectives and decisionmaking questions; develop integrated methods for collecting, analyzing, and evaluating public input; allow adequate time for analysis; develop consistent analysis methods and procedures; and provide comprehensive training in analysis.

KEY WORDS: content analysis, effectiveness evaluation, Forest Service,  
RARE II, techniques



111. Royer, Lawrence, Alfred Polchow, Lawrence S. Davis, and John Baden.  
1975. Public involvement in public land management: an evaluation of concepts, methods, and effectiveness. Utah State University, Logan, UT. 48 p.

This is the technical report of a study to evaluate public involvement for use by citizens working with federal land management agencies. Concepts and approaches to improve the public involvement process are suggested. Discussion covers a variety of topics including the differences between various public land agencies in their reactions to public involvement, and factors influencing the content of public involvement. A model for public involvement is presented which emphasizes a management input- social output process. A variety of traditional public involvement techniques is analyzed and five case studies are described: 1) the Philadelphia Model Cities Program, 2) the Forest Service RARE I meetings in Nevada, 3) the Army Corps of Engineers "Fishbowl Planning" efforts, 4) the Susquehanna River Basin experiment, and 5) tenant-management negotiations in public housing projects.

KEY WORDS: case study, effectiveness evaluation, public participation model, techniques

112. Runyan, Dean.  
1977. Tools for community managed impact assessment. J. American Institute of Planners 43(2):125-135.

The use of impact assessment by local groups can increase group influence and can offer useful input to local and regional decisionmaking. This paper presents twelve social impact assessment techniques to local groups. The five most useful techniques are identified: IMPASSE, dialectical scanning, Delbecq techniques, Delphi, and scenario-surveys, all of which are relatively simple to use, do not require extensive use of data, \*\*\* and provide new insights. One is a checklist procedure, the remainder are discussion-structuring approaches. These include trend exploration, cost effectiveness, cross impact, simulation-modeling, cost-benefit and input-output analysis. A project comparisons technique is described which focuses on predicting impacts through use of information about previous similar projects. Local groups can use this procedure to apply outside information and experience to local impact assessments.

KEY WORDS: impact assessment, techniques

113. Sargent, Howard L., Jr.

1972. Fishbowl planning immerses Pacific Northwest citizens in Corps Projects. Civil Engineering--American Society of Civil Engineers 42(9):54-57.

Early and continuing citizen input to public-works planning will result in a better acceptance of the final project. Public works planning had traditionally been secretive, with "The Plan" presented to the public only a short time before construction. The Army Corps of Engineers' Seattle District is using a new approach called "Fishbowl Planning" which involves citizens in project planning from the start. Public meetings, workshops, citizen committees, and public brochures allow for the input of alternatives and their open debate by all citizens and agencies. The process has been successfully used in 16 water-resource studies in the Northwest with considerable public support.

KEY WORDS: Army Corps of Engineers, early public participation, "Fishbowl" planning, water resources planning

114. Schmid, Karl F.

1978. Principles of public involvement. J. Urban Planning and Development Division, American Society of Chemical Engineers 104(1):1-6.

This paper presents general principles for development of an effective public involvement program. These principles are suggested: 1) diverse economic, social and environmental objectives can be united by the public involvement process, 2) public involvement is a discovery process that can lead to new objectives and alternatives, 3) public involvement must be an integral part of all planning stages, 4) the limitations of public involvement must be realized, 5) public involvement must fit into the planning process, 6) the public involvement process must be completely honest, 7) media selection is an important consideration, and 8) planners must be able to empathize with the interested publics. Public support for plans will be more easily developed when these principles are intelligently applied.

KEY WORD: effectiveness measurement

115. Schweitzer, Dennis L., David M. Freeman, and Richard M. Alston.  
1973. Ensuring viable public land-use decisions: some problems and decisions. *J. of Forestry* 73(11):705-707, 739.

Because land use decisions are subject to public scrutiny, and because of this they are tentative. Three principles are likely to lead to viable land management decisions. The most fundamental is the establishment of legitimacy in the eyes of an agency's clientele. The second is minimizing direct confrontations and channeling this energy into resolving land-use problems. Finally, the decisionmaker should recognize the tentative nature of land management and proceed on a definite course, while keeping options open for the future.

KEY WORDS: public trust, conflict reduction, resource use planning

116. Sewell, W. R. Derrick, and Timothy O'Riordan.  
1976. The culture of participation in environmental decision making. *Natural Resources J.* 16:1-21.

This paper discusses the varying roles of public participation in the United States, Canada, and Great Britain. Pressures for greater power sharing come as a result of ethical considerations as well as past failures in planning. The United States has had the most significant increase in public involvement, particularly at the federal level. In the United Kingdom decision making lies almost entirely in the hands of politicians, who are aided by planners. Changes there have been less significant. The Canadian response lies between the other two nations in the form of new legislation, new agencies, public inquiries, and a number of participatory experiments. The political culture influences the effectiveness of participation by determining four elements: 1) the degree of activity in the body politic, 2) the scope of discretion, 3) whether bargaining or consultation is used, and 4) the role of environmental law. Three scenarios for the future are given: 1) participation will stabilize or decrease in importance, 2) social strife will lead to the provision of financial or technical assistance to citizens' groups, or 3) an improved environmental education combined with a reformed political culture will lead to improved participation.

KEY WORDS: Canada, decisionmaking, Great Britain, planning, power



117. Sewell, W. R. Derrick, and J.T. Coppock (eds).  
1977. Public participation in planning. John Wiley and Sons, New York, NY. 217 p.

This book contains fourteen articles on public participation in the planning process. The orientation is international, with half of the contributions coming from British authors. Chapters relating to the United Kingdom emphasize statutory planning, while those dealing with North America are concerned with broader environmental issues. Some of the chapter headings include the use of threat in community decision making; public involvement in the Forest Service' Roadless-Area Review, the public hearing as a participatory device, and public participation in environmental decisionmaking.

KEY WORDS: decisionmaking, Forest Service, Great Britain, resource use planning

118. Sewell, W. R. Derrick.  
1971. Integrating public views in planning and policy making. In, W. R. D. Sewell and I. Burton (eds). Perceptions and attitudes in resource management. Policy Research and Coordination Branch, Dept. of Energy, Mines and Resources, Ottawa, Canada. p. 125-131.

Studies of perceptions and attitudes can provide valuable contributions to planning and policy making. Six primary techniques have been used in Canada to assess public preferences relating to environmental issues: polls, referendums, public hearings, letters, pressure group statements, and attitude studies. The article discusses a variety of areas affecting attitudes and perceptions including: the nature of the decisionmaking network, perceptions of participants, perceptions of responsibility locus, factors conditioning perceptions, and relationships between perceptions and attitudes. Some of the limitations of perception and attitude studies are bias, varying interpretations of terminology, the scarcity of trained personnel, and inabilities to use the data in policymaking.

KEY WORDS: Canada, public perceptions, techniques

119. Shannon, Margaret A.  
1981. Sociology and Public land management. Western Wildlands  
7(1):3-8.

Sociologists can interpret the forest planning process in light of peoples' experiences and values by connecting resource claims and values to management actions. Social scientists have been isolated within land management agencies, but their work is important in the evaluation of the social impacts of land management. Determining the acceptability of social changes requires political decisions rather than factual ones. Sociologists contribute to planning through both social impact analysis to predict the social consequences of a decision, and through social assessment to clarify concerns of affected people. Social impact analysis in forest planning must acknowledge competing ideologies in deciding the future of the forest, and it must seek the areas of agreement in diverse perspectives.

KEY WORDS: resource use planning, social impact assessment

120. Stamm, K. R., and John E. Bowes.  
1972. Communication during an environmental decision. The J. of  
Environmental Education 3(3):49-55.

The public reacts with uncertainty when it is given biased and poorly communicated information. This study was conducted as part of a social impact survey of the individuals affected by two alternative flood control projects proposed by the Army Corp of Engineers for the Park River in North Dakota. To determine their knowledge of the projects, 262 citizens were interviewed. Awareness of the projects was high (62%), but understanding of their attributes was one-sided in favor of the projects' benefits. The agency successfully communicated the beneficial aspects, but left many in doubt as to what would be done about potentially harmful aspects. The far-reaching effects of such projects should not be ignored, and a less biased communication system is needed to supply such information.

KEY WORDS: Army Corps of Engineers, case study, communication

121. Stankey, George H.

1972. The use of content analysis in resource decisionmaking. J. of Forestry 70(3):148-151.

Content analysis provides an objective and functional method for evaluating public input in the resource decisionmaking process. This paper describes the technique and presents a case study demonstrating its use. Content analysis involves four steps: selection of response categories, sampling, measurement, and analysis. This process was used on public responses to the Mountain Missions Primitive Area management proposals. Within a month 500 letters were condensed and synthesized into a 12 tables that could be evaluated quickly and efficiently. Content analysis is fairly objective, provides quantitative results, allows for the tabulation and classification of variables, and reveals areas of agreement or disagreement with agency policies and plans.

KEY WORDS: case study, content analysis, Forest Service, public input analysis resource planning, techniques

122. Stankey, George H., John C. Hendee, and Roger N. Clark.

1975. Commentary: applied social research can improve public participation in resource decision-making. Rural Sociology 40(1):67-74.

Areas where research in public participation is needed can be described using a framework based upon the processes inherent in public decisionmaking. This paper attempts to identify questions for social research that might yield new knowledge beneficial to public involvement. The approach applied seeks to work within existing institutional structures. A framework is established that defines five processes inherent in public involvement: (1) issue definition, (2) collection, (3) analysis, (4) evaluation, and (5) decision implementation. Issues and related social research questions are defined which, if addressed, would facilitate improved performance in public participation.

KEY WORDS: research, resource use planning



123. Stevens, Michael D.

1981. Public participation in the identification of Forest Service planning issues. M.A. Thesis. San Francisco State Univ., San Francisco, CA. 88 p.

Successful public involvement in National Forest decisionmaking requires a high level of communication from the Forest Service to citizens. This paper focuses upon the issue identification stage of the National Forest Management Act, particularly upon the way issues are first communicated to the public, and the public's ability to understand and respond to the issues. The legislative and regulatory frameworks for Forest Service public involvement are described along with the historical developments leading to changing public involvement requirements. The causes of present Forest Service public involvement problems are organizational traits which limit employees' perceptions of outside groups, the lack of credibility, public misunderstanding, and confusion of public involvement with voting. These problems are linked with issue identification, and a policy of active communication is proposed to improve public involvement. This requires that the Forest Service describe what is and is not known about an issue; reveal agency biases; and admit its jurisdictional, authoritative, and power limitations. An example is given using this policy for the identification of an issue concerning the decline of anadromous fish populations.

KEY WORDS: active communication, anadromous fish, Forest Service, history, power limitations, public trust

124. Stewart, Thomas R., and Linda Gelberd.

1976. Analysis of judgment in planning. J. American Institute of Planners 42(1):33-41.

Analysis of judgment policy can be used to obtain improved citizen input for planning. The technique involves the mathematical analysis of several points of view with regard to the relative importance of issues. It can be used both to predict future judgments and to better understand them. Analysis of judgment policy was used in a study of Boulder, Colorado, City Council members, and members of local interest groups. It was found that city council members were not able to predict the judgments of even the most vocal interest groups. Traditional means for communication between citizens and public officials are inadequate. If judgment policy analysis is used, the planner is given a better understanding of citizen values.

KEY WORDS: case study, mathematical analysis, values

125. Stiftel, Bruce.

1981. Dialogue: does it increase participant knowledgeability and attitude congruence? Paper presented at the Research Conference on Public Involvement and Social Impact Assessment, Univ. of Arizona, Tucson, AZ. February 21, 1981. 15 p.

This paper tests two hypotheses: 1) that dialogue methods of public involvement improve participant knowledgeability about planning, and 2) that dialogue methods result in greater attitude congruence. Public involvement techniques involving two-way communication, called dialogue methods, are widely held to be superior to one-way communication methods. This was tested using surveys of participants and staff after their involvement in the development of a pollution control plan for North Carolina. Dialogue methods improved participant knowledgeability only for unaffiliated participants, and attitude congruence only for those affiliated with environmental interest groups. Propositions about the superiority of dialogue methods are not shown to be supported by survey data.

KEY WORDS: attitude congruence, case study, planning, public knowledgeability

126. Tacoma, Washington, City Planning Department

1971. A report on citizen involvement in community improvement. 100 p.

This publication reviews the process of citizen participation with particular emphasis upon the city of Tacoma, Washington. A flow chart of participation is produced with a progression through the following steps: motivation, interest, commitment, establishment of structure, selection of goals, strategy development, and presentation. Six participation strategies are described: 1) involve influential people as participants, 2) organize masses of people to confront decisionmakers, 3) educate citizens through a participation effort, 4) induce change in a system by influencing group membership, 5) encourage voluntary work with the agency, and 6) increase cooperation. The costs and constraints as well as the benefits of public participation are discussed. The communication and leadership strategies used by various cities are described. Opportunities must be provided for continuing citizen participation, with two-way communication being a dominant part of the participation process.

KEY WORDS: case study, public commitment, public motivation, public participation goals

127. Tufts University. Citizen Participation. Published by the Lincoln Filene Center, Medford, MA.

Citizen Participation is a nonprofit newsletter published six times a year by Tufts University. It contains articles on various aspects of public involvement, including analysis, opinion, news, profiles of organizations, book reviews, a calendar of conferences, as well as others. It is presently edited by Stuart Langton, averages 28 pages each issue, and costs \$12 per year.

KEY WORD: newsletter

128. Twight, Ben W.

1977. Confidence or more controversy: whither public involvement?  
J. of Forestry 75(2):93-95.

Attempts to ensure representative public involvement may attract alienated persons who participate only to express resentment and generalized distrust of public officials. The author used a questionnaire to determine social characteristics of participants in a land use plan for the Big Levels Unit of George Washington National Forest, Virginia. Rural persons unlikely to participate in the political process were overrepresented at the public meeting. These moderately alienated persons perceived more disagreement with the Forest Service than did conservation group members. Support for Forest Service management actions cannot be easily organized among an alienated population. Support is more likely to be found among the better-educated, higher-status, and less alienated groups that normally participate in the political process.

KEY WORDS: alienated participants, case study, Forest Service, overrepresentation, public trust, representativeness



129. Twight, Ben W.

1979. Public involvement as a marketing strategy, or why the client relationship is important to the public service. In, Society of American Foresters Proceedings: Town Meeting: Forestry Issues for the 1980's, p. 38-41.

Anticipating public opinion, and an agency's dependence on it, permits greater exercise of leadership. The classical model of government agency organization emphasizes internal organization and processes, and assumes outputs are equally distributed to all people. A more appropriate model is the open-system model commonly applied to private companies. This model requires continuous feedback from the many diverse publics affected. Continuous public involvement provides this feedback, and it plays an important role in building and maintaining clientele trust and commitment. Agencies must use public involvement to help them anticipate divisive issues before polarization occurs.

KEY WORDS: continuous public participation, leadership, organizational model, public trust

130. Twight Ben W., and John J. Paterson.

1979. Conflict and public involvement: measuring consensus. J. of Forestry 77(12):771-773, 776.

Following Forest Service public involvement processes, many participants have stereotyped misconceptions of the agency and perceive more disagreement than actually exists. An attempt was made to determine why public participation efforts frequently fail. The authors surveyed public participants and agency personnel following three controversial planning situations involving wilderness legislation. They used a statistical procedure (stepwise multiple regression) to find predictors of perceived disagreement. The most important factors were failure to understand the Forest Service's position, and membership in organizations which held a stereotyped perception of disagreement with the Forest Service's position. Actual agreement was often closer than the member realized. Conflict and distrust of the Forest Service could be reduced by building trust and promoting changes in attitudes.

KEY WORDS: attitude change, conflict perceived, consensus building, failure of public participation, Forest Service, planning, public trust

131. Umpleby, Stuart A.

1972. Is greater citizen participation in planning possible and desirable? Technological Forecasting and Social Change 4(1):61-76.

New communications technologies can cause significant alterations in democratic forms of government. Increased citizen participation is needed to cope with the growth of planning, to restore a balance between available information and decisionmaking opportunities, to provide for common forums in a fractionated society, and to increase the potential for improving governmental responsiveness. Citizen feedback advocates hold a position distinct from those of social scientists, technocratic planners, and radical community activists. Such advocates feel that present theories do not apply to a social system that includes computer based communications media. With computer based systems information gathering and decisionmaking could be more closely combined.

KEY WORDS: citizen advocacy, computer communications, governmental responsiveness

132. Urban Systems Laboratory, Massachusetts Institute of Technology.

1971. Community values in highway location and design: a procedural guide. Massachusetts Institute of Technology., Cambridge, MA. 470 p.

This publication describes an approach for incorporating social and environmental factors into the transportation planning process. The approach attempts to achieve substantial, effective agreement on a course of action that is feasible, equitable, and desirable. A four-stage process of initial survey, issue analysis, design and negotiation, and ratification is proposed. The overall work program for the planning team involves development of alternatives, community interaction, impact prediction, evaluation, and team management. Over 30 different community interaction techniques are discussed. Three features of community interaction are explored in depth: 1) community interaction objectives, 2) community interaction techniques; 3) and community interaction management.

KEY WORDS: community values, techniques, transportation planning

133. U.S. Department of Interior, Bureau of Land Management.  
1979. Public participation guidance manual, Section 1601,  
Appendix II, Draft. Washington, D.C. 327 p.

This handbook is for the use of the Bureau of Land Management in its public participation efforts. It includes eight chapters: 1) the public process, 2) building the public involvement effort, 3) public involvement techniques, 4) the role of public meetings, 5) public constraints in working with the government, 6) public response analysis, 7) evaluating public involvement, and 8) audiovisual guidance. The techniques are organized by objective and each includes a description of its costs, advantages, and disadvantages. Five public involvement phases are identified: 1) initiate planning, 2) identify issues and concerns, 3) develop alternatives and impacts, 4) evaluate public responses, and 5) announce the final decision and assess public acceptance.

KEY WORDS: Bureau of Land Management, handbook, planning, public acceptance  
public participation goals

134. U.S. Department of Transportation.  
1976. Effective citizen participation in transportation planning.  
Volumes I and II. Federal Highway Administration, Washington, D.C.  
Vol I: 129 p., Vol II: 298 p.

This report provides guidance on how citizens can most effectively be involved in transportation planning. Volume I reviews participation in relation to transportation planning, classifies techniques by function, and indicates the most effective techniques for various stages of the planning process. Eight case studies provide examples of the use of individual techniques or a combination of techniques on the regional, corridor, and design level. The second volume contains two parts: "Direct Participation Techniques," which describes 34 public involvement techniques in alphabetical order; and "Indirect Participatory Techniques", which describes three techniques to identify and measure attitudes, values, and opinions of citizens.

KEY WORDS: Department of Transportation, effectiveness evaluation, handbook  
planning, public attitudes, techniques, values



135. U.S. Environmental Protection Agency.

1972. Don't leave it all to the experts: the citizen's role in environmental decision making. Washington, D.C. 18 p.

This booklet designed to stimulate environmental action by citizen groups, contains principles, tools, and techniques of organized citizen environmental action. It gives suggestions on how to lobby, pick targets, get funds, communicate effectively with the media, give input at public hearings, and how and when to use the law.

KEY WORDS: "grass roots" activism, public interest, techniques

136. U.S. Department of Agriculture, Forest Service.

1973. Public involvement and the Forest Service: experience, effectiveness and suggested direction. USDA Forest Service, 163 p.

This administrative study assesses recent Forest Service public involvement efforts and offers recommendations to improve their future effectiveness. The objective was to identify techniques and procedures productive under various conditions. A questionnaire was distributed to 27 National Forest supervisors and follow-up interviews were conducted. These provided information that led to the development of recommendations for the public involvement process. Some of the major recommendations to the Forest Service are that it clarify the objectives of public involvement; allow adequate time for public response; broaden public input to include all those potentially affected; provide a full range of alternatives; encourage personal letters and statements; analyze all input, including emotional statements; provide an open decisionmaking process; keep the public up-to-date on progress in the decisionmaking process; and provide comprehensive public involvement training for Forest Service employees. Public involvement must be a continuous process in order to lead to better and more acceptable resource management decisions.

KEY WORDS: affected publics of public participation, continuous public participation, effectiveness evaluation, emotional statements, Forest Service, open decisionmaking, public participation goals, techniques

137. U.S. Department of Agriculture, Forest Service.  
1974. Guide to public involvement in decisionmaking. 22 p.

This publication discusses the use of public involvement in Forest Service decisionmaking. The primary objectives of the public involvement process are to inform the public of factors that relate to resource management; and to involve it in providing information, comments, and differing points of view that will strengthen decisionmaking and lead to better resource management. Discussion includes the following topics: when to seek public involvement for planning, what techniques to use; analysis of public comments, development of alternatives; evaluation; and guidelines for environmental statements.

KEY WORDS: decisionmaking, environmental statements, Forest Service, resource use planning, techniques

138. U.S. Department of Agriculture, Forest Service.  
1980. Public participation handbook, Parts I and II. USDA Forest Service, 107 p.

This book provides information to assist in the development of Forest Service public involvement programs and actions. It contains both the philosophies and the specifics of public participation. Section I discusses the goals of public involvement in the overall process. Chapters include planning public participation, alternative development and selection, record keeping and evaluation, management of participation, and improving employee skills. Section II focuses on the activities and techniques needed to carry out the public participation effort. Chapters include personnel roles in facilitating meetings, public participation techniques, media techniques to provide information to the public, how to obtain public input, interaction methods, miscellaneous techniques, and how to analyze public responses.

KEY WORDS: Forest Service, handbook, public input analysis, public participation goals, techniques

139. U.S. Department of Agriculture, Forest Service.  
1981. Social assessments reference notebook. Environmental  
Coordination Staff, 403 p.

This handbook provides a framework to help Forest Service planners select the most appropriate social variables, zones of influence, and impact assessment strategies for use in the environmental assessment process. Social variables include such factors as basic values, population dynamics, and social institutions. The zone of influence is the area likely to be impacted by the proposed project. Impact assessment strategies include trend exploration, expert estimates, alternative futures descriptions and others. Social impact assessment focuses upon what happens to people and what is likely to produce social changes, and relates these changes to future social conditions. Part 1 of the manual describes a social assessment process that includes three stages: (1) preparation of baseline data, (2) description of the social impacts of the proposed action, and (3) development of mitigating measures. The primary emphasis is on noneconomic variables. Part 2 is a detailed catalog of specific social assessment variables. The social impact assessment process can improve Forest Service relations with its publics, if it is linked to public involvement programs.

KEY WORDS: future alternatives, Forest Service, handbook, social variables  
social impact assessment, zone of influence

140. U.S. Department of Agriculture, Forest Service and U.S. Department of  
Interior, Bureau of Land Management.  
1981. Public participation handbook, Vol 2. Parts III and IV. 170 p.

This volume contains material designed to improve the flow of information from the public to the agency decisionmaker. It is divided into two parts: a user guide and a desk reference. The user guide reviews analysis and evaluation in relation to public participation, lists procedures of general analysis, provides the criteria for effective analysis, summarizes six analysis techniques (including CODINVOLVE and PUBLIC), and discusses the principles of evaluation. The desk reference contains detailed descriptions of analysis techniques and evaluation methods. The primary focus of the report is on content analysis.

KEY WORDS: Bureau of Land Management, content analysis, Forest Service,  
handbook, planning, techniques



141. U.S. Department of Interior, National Park Service.  
1978. Public involvement in planning. Washington, D.C. 44 p.

The responsibility of the National Park Service is to maximize many public values within the limits of use and preservation of all the resources. Public involvement does not transfer responsibilities for management to the public, but is instead an activity conducted by the agency in support of planning. The level of public involvement needed will vary with the complexity and controversiality of the problems to be solved. Public involvement is required for general management plans, development plans, wilderness plans, and resource management plans. Different techniques to increase public involvement are described for both day to day activities as well as for benchmark events.

KEY WORDS: handbook, National Park Service, planning, techniques

142. U.S. Department of Agriculture, Office of Equal Opportunity.  
1980. Grass roots organizations: a directory for reaching minority communities. 322 p.

This directory includes community action groups and groups which focus on concerns of women, Blacks, Hispanics, Asian Americans, American Indians, handicapped persons, elderly persons, and other interested constituents. It also lists local media outlets which serve minority communities. Information is listed alphabetically by state and city.

KEY WORDS: "grass roots" activism, handbook

143. Valfer, Ernst, Stephen Laner, and Daina Dravnieks Moronne.  
1977. Public Involvement and methodologies: an analysis. USDA Forest Service Management Sciences Staff, Berkeley, CA. 145 p.

This publication explores several critical areas of public involvement for the Forest Service. A variety of public involvement objectives and constraints are given. Decision formation, the social interaction of people, is distinguished from decisionmaking, which involves only one individual. The public should be viewed as a source of diverse and contending views reflecting differing value systems. A generalized public involvement strategy is developed and models for its integration into planning are suggested. Three involvement problem areas are addressed: meeting legal requirements, the potential for conflict, and the conduct of public involvement efforts. Other topics discussed are the meaning of representativeness; issue, situational, and process variables in public involvement; and the measurement of public involvement effectiveness. Recommendations are made to improve Forest Service public involvement and a wide variety of public involvement techniques is described. Tables are given to aid in selecting the most appropriate technique, given limiting factors and planning needs.

KEY WORDS: decisionmaking, effectiveness, Forest Service, public participation goals, public participation model, representativeness, techniques

144. Van Meter, Elena C.  
1975. Third party perspectives: citizen participation in the policy management process. Public Administration Review 35:804-812.

Systematic direct interchange between citizens and management can help management obtain needed information on what policies to implement and whether or not policies are effective. The League of Women Voters has acted as a facilitator in the development of several citizen participation processes. Maintaining ongoing participation programs is much more difficult than making temporary arrangements for special situations. The most common barriers to citizen participation include problems with allowing enough time to include public input; difficulties with giving quality information and communicating it well; and organizational differences, which make communication between citizen groups and bureaucracies difficult. Increased citizen participation will require additional technical and monetary assistance for the agency. Effective citizen involvement can occur if groups are allowed access to all the information they need to develop a position.

KEY WORDS: barriers to public participation, techniques

145. Voth, Donald E., and William S. Bonner.

1977. Citizen participation in rural development: a bibliography. Southern Rural Development Center, Mississippi State University, State College, MS, Rural Development Bibliography Series No. 6. 476 p.

This bibliography contains 2310 citations on citizen participation, 530 of which are accompanied by an annotation or an abstract. The citations are alphabetically arranged and are cross-referenced within 38 functional areas. The areas that are most clearly applicable to land management agencies are citizen participation techniques and technology (50 references), citizen participation in land use planning (16 references), citizen participation in planning (158 references), citizen participation in USDA agencies (12 references), citizen participation in environmental issues (37 references), and citizen participation in public lands issues (30 references). The bibliography also contains a section describing ways to obtain copies of the cited material.

KEY WORDS: bibliography, resource use planning, rural development, techniques

146. Voth, Donald E., and William S. Bonner.

1978. Citizen participation in rural development: a selected bibliography. Southern Rural Development Center, Mississippi State University, State College, MS, Rural Development Bibliography Series No. 6, Supplement 1, 30 p.

This bibliography contains selected citations on the topic of citizen participation in rural development. It is divided into subject matter areas, which include citizen participation in planning, citizen participation in land use planning, and citizen participation in public lands issues. All entries are annotated.

KEY WORDS: bibliography, resource use planning, rural development



147. Voth, Donald E., and William S. Bonner.

1978. Citizen participation in rural development: concepts, principles, and resource materials. Southern Rural Development Center, Mississippi State University, State College, MS, and University of Arkansas, Fayetteville, AR. 67 p.

Citizen participation is needed because: government has become too large and is held in low esteem, special interest groups have been more effective than individuals in communicating with the government, and citizen action has proved to be effective in solving problems. A model is developed for the application of bureaucratically sponsored citizen involvement in the administrative process. Important accomplishments of citizen participation are described and principles for successful public involvement are given. The implementation of those programs requires the use of both strategy and techniques. A brief description of 39 public involvement techniques and the functions which they perform concludes this overview paper.

KEY WORDS: public participation model, rural development, techniques

148. Wagar, J. Alan, and William S. Folkman.

1974. The Case for Small Groups: public participation in forest management decisions. J. of Forestry 72(7):405-407.

Public participation is needed by resource managers to identify alternatives and to prevent decisions that could result in litigation or more restrictive legislation. The public voice will play a more important role in decisionmaking, but the way in which it is to be incorporated has proven to be a problem. Management decisions involve both technical elements, which require professional expertise, and policy elements, which represent society's values. Small working groups with sustained interaction among representatives of conflicting interests will prove most valuable in solving policy problems. Overweighting the opinions of deeply concerned people is preferable to giving equal representation to those only superficially interested.

KEY WORDS: conflicting values, decisionmaking, lawsuits, resource planning

149. Warner, Katharine P.

1971. A state of the arts study of public participation in water resources planning. National Water Commission, Arlington, VA. 243 p.

This report reviews public participation activities which have been used in connection with governmental planning studies, particularly those dealing with water resources. Primary topics include identifying the public's objectives for participation, developing mechanisms for securing public involvement, and establishing the best timing for participation within the planning process. A questionnaire survey of state, regional and local planning agencies and environmentally oriented citizens was conducted. Citizen advisory boards, informal contacts, and public meetings were considered the most useful techniques. Although conflicts between interests were seen to increase due to public involvement, the problems also were viewed as more resolvable. Agency personnel felt strong dissatisfaction with current agency public involvement procedures. Members of environmental interest groups can play key roles in increasing the dissemination of study information, in stimulating public interest, and in improving the use of public involvement.

KEY WORDS: conflicting values, techniques, water resources planning

150. Wengert, Norman.

1971. Where can we go with public participation in the planning process? In, Proceedings of the Symposium on Social and Economic Aspects of Water Resources Development. p. 9-18.

Recommends applying systems analysis to the problems of public involvement in planning. Systems analysis includes social; political and economic variables and requires a careful analysis of the alternatives. Its functions should be to reveal the total spectrum of interests, to identify the consequences from different alternatives, to recognize who benefits and who loses, and to assess public needs and abilities. Several operational questions are posed for public involvement: how should geographic proximity affect weighting of opinions; what about those who are not represented by interest groups; and how should participation be managed. Five suggestions are made to improve citizen participation: 1) bureaucracy's most important task is the analysis of particular plans in a way which includes all those who may be affected, 2) both consequences and alternatives must be considered, 3) goals must be specified, 4) environmental changes are not always ecologically damaging, and 5) complex situations make public involvement more difficult.

KEY WORDS: cost-benefit, economic variables, political variables, public participation (affected publics), public participation goals, representativeness, social variables

151. Wengert, Norman.

1976. Citizen participation: practice in search of a theory. Natural Resources J. 16(1):23-40.

A theory of participation is needed which can be related both to normative and empirical concepts for our democratic society, and integrated with pragmatic experience. Little research on the subject has been conducted and the ideology has not been systematically organized. Common perceptions of public participation are participation as policy, as strategy, as communication, as conflict resolution, and as therapy. The primary factors stimulating increased interest in participation are the increase in technology and the scientific basis for decisions. Relationships between participation and social theory, participation and representation theories, participation and power theories, and participation and group theories are discussed. Problems in behavioral analysis, geographic representation and functional approaches are identified. Although the concept of The Public Interest has been considered a myth, the search for identifying public needs is an appropriate policy.

KEY WORDS: behavioral analysis, power, "public interest" (myth of), public participation theory, representativeness

152. Yukubousky, Richard.

1973. Community interaction in transportation systems and project development. A framework for application. Preliminary Research Report No. 50, New York State Department of Transportation, Albany, NY. 277 p.

This report presents a preliminary evaluation of the applicability of 50 community interaction techniques for long range transportation planning and project development. Community interaction is discussed within the framework of planning processes. Techniques for community interaction are then classified in a variety of ways. This produces an array of potentially useful techniques for each systems planning, corridor location planning, and design activity. Criteria for the selection of techniques are suggested to aid the planner and the community in choosing from this menu.

KEY WORDS: community interaction, techniques, transportation planning



153. Yurich, Steve.

1973. Public involvement today. Keynote speech presented at Foresters' Days, Colorado State University, Fort Collins, CO. 14 p.

Visibility of a positive management position is basic for building public confidence. Positive visibility tends to guide and motivate actions that promote confidence and relieve the public of fears of being coerced, controlled, or manipulated. Decisionmakers have to become active in environmental management, rather than reacting to divergent opinions or criticism. When polarized pressures develop, the manager must "stand up and be counted" with a positive approach. It is important that he/she explain the resource management position rather than react to the critical charges. Barriers to effective communication for bridging the credibility gap are identified.

KEY WORDS: barriers to public participation, para-politics, public trust, resource use planning







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